Saskatchewan
Justice

Policy, Planning
and Evaluation Branch

EVALUATION OF THE SASKATCHEWAN
ERIFICATION AND SUPERVISION PROGRAM
(SASKATOON REGION)

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AN EVALUATION OF THE SASKATCHEWAN BAIL VERIFICATION AND SUPERVISION PROGRAM
(SASKATOON REGION)

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PREFACE

It is with great feelings of satisfaction that I present this report on the evaluation of the Saskatchewan Bail Verification and Supervision Program of the Saskatoon Region. As a researcher trained in and imbued with the compulsive scientific norms of objectivity, I did not have any stakes in the outcomes of the evaluation. Therefore, the success/failure of a program should not be of any concern to me. However, as a human being who has been able to retain the normal human faculty of appreciation, and as a concerned citizen who is interested in the success of the government programs, I must note that I have been tremendously elated to have examined a remarkably successful program. It is in these later capacities also that I feel honoured to have prepared this report. I congratulate the Corrections Division for conceiving and implementing an excellent program. I hope that the program would score the same degree of success in other regions (Regina and Prince Albert).

Since this report consisted of approximately 200 pages (including various appendices), it was decided to prepare a condensed version of this larger report. The condensed version or the Summary Report, as it has been called, is available upon request from the Policy, Planning and Evaluation Branch of Saskatchewan Justice, Regina.

I am highly thankful to Dr. John Hylton, Director of the Branch, for taking intense interest in the successful completion of this project as well as for providing continued supervision. I am also highly thankful to Larry Wilson, Director of Community Operations, Corrections Division, for helping me during the various phases of the project as well as for reading several drafts of this larger report and the summary report. I have tremendously benefited from the suggestions and insights of both John Hylton and Larry Wilson.

I must also acknowledge the assistance and co-operation of John Cherneski (Senior Bail Officer) in particular, but also of Brian Campbell (Bail Officer) and Mel Robinson (Regional Director of Community Operations Branch, Saskatoon), during the protracted and difficult phase of data collection. Finally, I am grateful to Naheed Nasim for partly assisting with coding, to Sally Chaster for partly assisting with the graph on page 142, and to Bonnie Williams and Bernie Keller for partly typing this report.

Although the above mentioned individuals have contributed to this project in various useful ways, none of them is responsible for any of the weaknesses which the reader may identify in this larger report or its condensed version. The ultimate responsibility in this regard rests with the writer.

I hope that the readers would take their time in reading this report and provide me with some feedback.

Shaukat A. Nasim
Research Officer

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CHAPTER I

INTRODUCTION

1) PURPOSE OF EVALUATION:

The purpose of this research project was fourfold: the first and foremost was to assess the performance (i.e. the effectiveness and efficiency) of the Saskatchewan Bail Verification and Supervision Program that was introduced in Saskatoon in January 1982 and was later on extended to the Prince Albert and Regina Regions. The second purpose, related to the first one, was to examine the adequacy of the decision-making mechanism of the program, that is, of its recommendation scheme. The third purpose was to conduct a profile analysis of those released under the Bail Verification and Supervision (BVP) Program and their performance while on the program. One of the major aims in analyzing the performance data was to examine the possibility of deriving prediction models relating to the success of the clients and the program. The fourth purpose of the research was to identify the possible soft spots and make relevant recommendations to improve the success of the program.

2) NATURE AND SUBJECT MATTER OF EVALUATION:

The present evaluation is both descriptive and analytical in nature. As a descriptive exercise, it has purported to understand the rationale, operation (modus operandi), and overall success of the program.

As an analytical exercise, it has sought to examine the program and its performance in a quasi-causal framework by adopting the general perspectives of the systems theory. Accordingly, it has conceptualized the research problem as essentially a relational issue between the inputs, processes, and outputs. This is shown in figure 1 on page 3.

As shown in figure 1, the inputs to the program consisted of the referral mechanism, collection of information (including verification of information), and the decision-making mechanism (i.e. the recommendation scheme) of the program. In the opinion of this writer, the substantive importance of these three mechanisms was that they were instrumental in determining the type of clients who were brought on to the program. And since the client characteristics can be generally expected to determine the performance of a program, it was considered desirable to treat these mechanisms as inputs, i.e., independent variables albeit in a macro sense.

The processes of the program consisted of the level of supervision exercised and the number of verification checks conducted on the clients. These were essentially the kind of operations that were performed on the clients while they remained on the program. Further, the program processes were interpreted to include the staffing complement and the statistical component of the program. This was based on the reasoning that the staff members responsible for managing the program on a day-to-day basis are an integral part of the program and its success.

FIGURE 1: A SYSTEMATIC OVERVIEW OF THE BVS PROGRAM AND ITS OBJECTIVES

INPUTS		PROCESS		OUTPUT
Referral Mechanism[#]				
Information Gathering				
Recommendation Scheme	⟶	Supervision (including verification checks)	⟶	Compliance with the Conditions of Release

A. Input Objectives	B. Process Objectives	C. Output Objectives
1. To seek the release of select accused***	1. Constantly reminding releasees of the conditions of release**	1. Appearance in the court and maintaining peace and good behaviour***
2. To seek the release of those who lack the necessary financial resources**	2. Feedback regarding compliance**	2. Positive impact on remand*
3. To seek the release of those characterized by instable residence and employment history** (potentially posing risk on primary grounds)	3. Information Update**	
4. To seek the detention of too dangerous individuals*	4. Possible assistance to the releasees**	
	5. Verification checks and reporting of violations**	
	6. Adequate number of staff*	
	7. Appropriate statistical component for monitoring the continued performance of the program*	

NOTE: [#] It may be noted that the personnel responsible for implementing the program do not exercise any direct or structural influence during the referral stage. The referral mechanism was, therefore, not evaluated as part of the main project. Relevant comments on the referral mechanism, however, do appear in the main body of this report. Additionally, Appendix "Z" deals with the referral mechanism specifically.

***Indicates the explicit or declared objectives of the program.

**Indicates the implicit objectives.

*Indicates the administrative objectives, i.e. those mentioned in the relevant Treasury Board Submission.

As is well known, the success of a program (partially) depends on the intellectual, motivational and, above all, the time resources devoted to the program by its staff members. Therefore, it was considered important to formulate the evaluation criterion to the effect that in order for a program to be successful, its staffing complement should be sufficient. On a similar kind of reasoning (regarding monitoring use of statistical records), it was decided to formulate the evaluation criterion to the effect that in order for a program to be successful, its statistical component should be appropriate.

Parenthetically it may be noted that it is possible to consider program processes as also the inputs to the program. The distinction between inputs and processes is essentially analytical in nature although in the rest of the report it has been treated as though it was a substantive one.

The outputs of the program consisted of the level of compliance shown by the clients to the conditions of release and the impact of the program on the remand situation. From the viewpoint of the Criminal Justice System, the meaning of compliance is that the clients, while on interim release, should not disturb the normal functioning of the System and should not pose a threat to the community. This is because the disturbance to the normal functioning of the System and threats to the community are the basic reasons for detaining the accused individuals in remand cells.

Also shown in figure 1 are the various objectives of the program. The objectives were classified in two ways. One way of classification was to categorize them by program stage, i.e., whether a given objective was considered relevant at the stage of input, or the stage of process, or the stage of output. This classification has been followed in the data analysis part of the present report.

The second way of classifying the objectives was in terms of explicit objectives, implied objectives, and the administrative objectives.

(a) The explicit or declared objectives (marked with three asterisks in figure 1) were those that were mentioned as the program objectives in the program description. There were two such objectives:

(i) "to divert select accused/convicted individuals from secure custody at the pre-trial/pre-sentencing stage of the Criminal Justice process".

(ii) "to ensure that those individuals released under supervision comply with the conditions of their release and appear in court as required".

(b) The implied objectives (marked with two asterisks) were those which the present writer was able to discern from various statements in the program description as objectives.

A close study of the program description (please see Section 1 of Chapter II) shows that there were eight such objectives:

(i) to assist "those individuals that lack the necessary financial or social resources to ensure (their) pretrial release. In this case it is offered to the Court as an alternative surety".

(ii) to seek the release of "those individuals for whom the Crown would otherwise elect to seek a detention order on the primary grounds".

(iii) to seek the detention of those "individuals assessed by the Court to be too dangerous to warrant release to the community (i.e., those for whom detention is sought by the Crown on secondary grounds).

(iv) to ensure "that the individual is clearly aware of the conditions of his release".

(v) to maintain "regular, court ordered contact with the individual to determine compliance with the conditions of release".

(vi) to keep "the individual advised of any changes in court location or date of appearance".

(vii) to refer "the individual to community agencies where needed services could be obtained (employment, accommodation, financial assistance, legal aid, etc.)," and

(viii) to inform "the police/prosecutor of any violation of the conditions of release".

(c) For want of a better term, the objectives that were neither explicitly mentioned nor implied in the program description but were clearly spelled out in the Treasury Board Submission on 1982/83 "B" Budget Program Priorities (Corrections Division) were labelled as the administrative objectives.

There were three such objectives:

(i) "a reduction in remand space",

(ii) sufficiency of "the staffing complement", and

(iii) appropriateness of "the statistical component of the program".

(Please see Appendix "A" for relevant excerpts from the Treasury Board Submission).

It may be pointed out that the report has assigned priority to the achievement of program objectives over the achievement of both the implied and administrative objectives.

3) SCOPE OF THE EVALUATION:

The evaluation has restricted itself to the operations of the BVS Program in Saskatoon for the first nine months, i.e., during January 9, 1982 to October 8, 1982. At the suggestion of the field staff, the program has been evaluated for its effectiveness in Saskatoon region with no considerations being given to its pilot character, i.e., as a model for other regions.

4) STAGES OF THE EVALUATION:

The present report should be considered as Stage 1 of a more comprehensive two stage evaluation. This stage has consisted of an examination of the subject matter mentioned in 2 above. The data for this stage were collected mainly from the files maintained by program personnel in Saskatoon, as well as from the Saskatoon Court House. Data were also accessed from the Correction Division's Management Information System.

The second stage, consisting mainly of attitudinal surveys, will be undertaken at a later date. It would accomplish the following two objectives:

- to assess the degree to which various significant actors (the accused, Judges, prosecutors, etc.) are satisfied with the program; and

- to find out whether the above mentioned actors want any changes to be made to the program.

A separate proposal would be submitted for completing the evaluation through the second stage.

CHAPTER II

INTRODUCTION TO THE SASKATCHEWAN BAIL VERIFICATION & SUPERVISION PROGRAM

1) DESCRIPTION OF THE BVSP:

The following description of the program was literally pulled out from L. Wilson, Bail Verification and Supervision Program: Overview/Guidelines, November 1981, Revised February 1982 (commonly called the Blue Book). In the quoted passages, certain sentences or parts of sentences have been underlined by the present writer to point out what he thinks are the implied objectives of the program. Such underlined statements should be read more carefully. The paragraphs or sentences taken from Mr. Wilson's Blue Book are presented in quotation marks.

The legal framework for the BVSP was provided by the Bail Reform Act of 1972 as amended in 1976. The Act and the related amendment were incorporated in Section 457 of the Criminal Code of Canada. Under the BVSP,

> "select accused individuals after arrest, police detention and a request by the Crown for a show-cause hearing, are interviewed by a Bail Verification and Supervision Officer, Department of Social Services, Corrections Division. The information gathered is verified and presented in report form to the Judge, prosecutor and accused (Defence Counsel if any) at the show cause (bail) hearing. This is done in order to facilitate the judicial decision as to whether continued pre-trial detention of the accused individual or his conditional interim release is warranted".

> "In the event the individual is granted a court ordered conditional release, the release continues until a final disposition has been reached by the Court. One condition of this release may be that the individual be under the supervision of a Bail Verification and Supervision Officer".

The goal of the program was "to ensure that those individuals not requiring secure custody are released to the community while awaiting trial sentencing".

The program had two explicitly stated objectives:

> "To divert select accused/convicted individuals from secure custody at the pre-trial/pre-sentencing stage of the Criminal Justice Process".
>
> "To ensure that those individuals released under supervision comply with the conditions of their release and appear in court as required".

The program developed the following two point strategy to accomplish the above stated objectives:

> "Providing verifiable information to the Court to facilitate the judicial decision as to whether a conditional release is warranted".
>
> "Providing community supervision as an alternative to pre-trial/pre-sentencing detention for those individuals unable to meet bail/surety conditions; or those individuals, that, given additional supervision, could be maintained in the community".

The program was intended for:

> "Those individuals that lack the necessary financial or social resources to ensure pre-trial release. In this case it is offered to the Court as an alternative surety".

> "Those individuals for whom the Crown would otherwise elect to seek a detention order on the primary grounds; particularly if the assessment of their potential to appear" is attributed to a lack of stability in their residence and employment history.

The program was not intended for:

> "Those accused/convicted individuals who would not have been placed in custody pending trial/sentencing in the first place. "Those accused/convicted individuals assessed by the court to be too dangerous to warrant release to the community (i.e. those for whom detention is sought by the Crown on secondary grounds)".

The recommendation scheme[1] of the program consisted of the following 11 factors:

> "Nature of present offence and number of charges",
>
> "Previous record of Failure to Appear, Escape Lawful Custody and/or Unlawfully-at-Large",
>
> "Probation/parole adjustment in past or present",
>
> "Ability of individual to post bail/obtain sureties",
>
> "How well the individual understands and respects court procedures and consequences for violation",
>
> "Availability of a fixed place of residence and length of residency at same",
>
> "Individual's ties with family and/or significant others",
>
> "Individual's employment status/history",
>
> "Individual's use of alcohol/drugs",
>
> "Individual's physical/mental condition, and
>
> "Reports from community agencies who are/have had dealings with the individual".

---

[1] For a definition of recommendation scheme, see page 41, Paragraph 1.

Based on an evaluation of these 11 factors, the Bail Verification/Supervision officer were expected to recommend one of the following forms of release:

- "Undertaking with conditions",
- "Recognizance without sureties and without deposit",
- "Recognizance without sureties but with deposit, or
- "Recognizance with or without sureties and with cash deposit if accused is non-resident of the province or resides over 100 miles away".

In the event the court had ordered the interim release of the accused, the release might be made contingent on the condition that the accused remain under the supervision of a Bail Verification/Supervision officer. In case the accused was placed under supervision, he/she was imposed what are called 5 "Standard" conditions, viz.,

> "Must report in person to the Bail Verification and Supervision officer as directed".
>
> "Must advise the Bail Verification and Supervision Officer immediately of the following:
>
> - change in status of place of residence;
> - change in status of employment/attendance at educational facilities, and/or
> - any contacts with police officials".
>
> "Must not travel beyond a 40 kilometer radius from place of residence without the written permission of the Bail Verification and Supervision Officer".

The Court might also impose one or all of the following "additional" conditions:

> "Report in person on a daily/weekly basis to the ____________________ police detachment located at ______________________________, "maintain a ________________ to ________________ curfew at approved place of residence,"
>
> "Deposit passport",
>
> "Abstain from the use of alcohol, not to enter any premises where the primary purpose is the sale or consumption of alcohol",
>
> "Not to have contact, or seek to have contact either directly or indirectly, with the following individuals: ______________________________
>
> and/or
>
> "Any other reasonable conditions the Court deems necessary".

The Supervision was explained to have two aims - one, to ensure the compliance of those placed under supervision with the conditions of release and, two, to ensure their appearance at court as required. The important ingredients of the supervision were stated to be:

> "Ensuring that the individual is clearly aware of the conditions of his release",
>
> "Maintaining regular, court ordered contact with the individual to determine compliance with the conditions of release",
>
> "Keeping the individual advised of any changes in court location or date of appearance",
>
> "Referring the individual to community agencies where needed services could be obtained (employment, accommodation, financial assistance, legal aid, etc.)" and
>
> "Informing the police/prosecutor of any violation of the conditions of release".

2) THE RATIONALE OF BVS PROGRAM:

A host of socio-philanthropic, legal, and resource related factors seem to have led to the conception of the BVSP and its objectives. One set of such factors pertains to the physical and fiscal resources, namely, the shortage of current remand space, a sharp increase in the projected remand space, rapidly growing costs of constructing new carceration facilities, escalating custodial costs, and the future unlikelihood of increased space allotments for purposes of pre-trial detention.

An earlier study of the remand space requirements by the Corrections Division had shown that the provincial daily remand count averaged 96 and tended to 128 whereas the number of available spaces totaled 79 beds. The analysis had further warned that the situation was likely to deteriorate tremendously by 1990-91 at which time the daily remand count was projected to average 130 and hit a peak of 173 detainees, but the number of remand spaces was going to remain 79 beds. Needless to say that the contingency measures (use of holding units, semi-security units, overflow areas, etc.) adopted to alleviate this discrepant situation were considered to be incapable of solving the problem of overcrowding in the long run. This then necessitated a quest for viable and lasting solutions to the problem of overcrowding.

Concommitant to this continuing pursuit had been the growing realization that pre-trial detention, although promotive of the social and justice-related aims, was fairly dysfunctional in some respects. For instance, it had been pointed out that pre-trial detention negatively affected the defendants' ability to keep their jobs, and incapacitated them to discharge their familial and communal committments.

Additionally, pre-trial detention had been reported to undermine the social cause by bringing into contact the first time accused with the hard core criminals. This contact had been thought to provide a context for the nurturing and strengthening of deviant attitudes and related behavioural tendencies in some of them. It was argued that this contact was probably instrumental in launching some of the first time accused offenders into criminal careers.

Finally, pre-trial detention was reported to have serious implications for the criminal justice process. In the first place, it either terminated or substantially curtailed the interaction between the accused and their attorneys and, in the second place, denied the defendants an opportunity to search for potentially useful evidence and supportive witnesses. In the third place, pre-trial detention reportedly affected the sentencing outcomes in adverse ways: the accused stood a greater chance of being convicted and imposed severer sentences when they entered courts in custody than when not in custody.

The social apprehension prompted by the contradictory character of pre-trial detention was intensified with the realization that the natives and the poor constituted a pre-ponderent majority of those who were being denied pre-trial release. These two socially disadvantaged categories of accused end up suffering the most. Therefore, by the very nature of its operation, if not by design, the institution of pre-trial detention produced discriminatory results. No wonder, the social movement to liberalize pre-trial release originated in response to the discriminatory facts of pre-trial detention.

The realization about the dysfunctionality, regressivity, and discriminatory character of pre-trial detention coupled with the enabling legislation, the Bail Reform Act of 1972 (Section 457 C.C.C.) ultimately led to the conception of the BVSP as a useful strategy to address not only the problem of jail overcrowding but also the previously mentioned social and criminal justice issues.

The bail verification and supervision program is stated to provide the best available information so as to ensure fairness in show cause hearings and prevent the potential abuse of the accused by various actors in the justice system. The program is described as essentially neutral in character. It intends to provide objective assessment of the case. In this sense, it is neither pro-accused nor pro-Crown. However, the provisions of information helps the accused in seeking interim release and helps the judges in making more cogent decisions.

From a philosophical point of view, the justification of the bail program is provided in its balancing of human rights viz-a-viz the right of community. On the one hand it allows the Judge to release cases of potential risk to the community under a fair degree of control so as to reasonably protect the community and its rights. At the same time, the program is considered to protect the rights of individuals from potentially "mistaken" incarceration.

However, a variety of concerns arise in the implementation of a program like the B.V.S.P. It is possible that the normal functioning of the courts would be disrupted because some of the releases would not show up. There is also a likelihood of increased endangerment to society because some of the releases may get involved into what is referred to as interim crime or pretiral criminality. Diametrically opposed to the above two concerns, is the apprehension that the very existence of the program may widen the "net" of the criminal justice system. That is, the program, either by virtue of its mandate or by the manner in which it is actually implemented, may result in the release of those who would have been released without the program. Finally, there is a concern about the commutation of the "net", that is the conditions attached to release order may be so comprehensive that the very distinction between incarceration and freedom becomes questionable. The outside becomes the inside of jail.

The preceding discussion, brief though it may be, helps us to define the operational objectives of the program:

> To maximize pretrial release rates while minimizing failure-to-appear rates and rates of pretrial criminality subject to the constraints that there would be no netting and no discrimination of the underpriviledged, e.g., the indigent and the Indians. As a corrollary, the program also aims at minimizing the violation of release conditions.

One of the most effective ways to optimally achieve this maximization - minimization objective is to efficiently implement a sound selection strategy which carefully assesses, screens, and identifies the "good risks" among those who have been denied bail on the first hearing. The potency of this strategy can be enhanced by conducting proper verification checks and implementing adequate supervision mechanism.

3) AN ANALYTICAL DESCRIPTION OF THE PROGRAM AND ITS OPERATIONS:

Figure 1 on page 21 graphically describes the program. For ease of understanding, the program is being described by dividing it into seven stages. Before the stages may be described, two caveats are in order. First, that the division of program description into seven stages was rendered by the present writer for purposes of understanding only. The field officers and the central office staff were neither responsible for this seven-stage description nor obliged to adopt it for future reference. They may, however adopt it at their own discretion. Second, although the normal operation of the program entailed the systematic processing of cases through all the seven stages, a short-circuiting was nevertheless possible.

For instance, in one particular case, the presiding Judge had reportedly ordered the Bail Officer to take an accused directly under supervision (i.e., to stage seven) without letting the case be processed through the intervening six stages. (Consequently, no bail relevant information was ever collected regarding that particular case).

This was however, the only instance of short-circuiting that came to this writer's attention. The point is not to convey the impression that short-circuiting was widely practiced. In fact, it was not done. But there are two illustrative purposes of citing this particular example. One, that short-circuiting was possible. Two, that given the existing institutional arrangements of the Canadian Criminal Justice System, the Courts exercise extremely important influence in not only utilizing the present program but also in determining its success or failure.

STAGE I: THE REFERRAL STAGE

As shown in figure 1, the referral stage begins at box 13. The referral mechanism is triggered in the following manner:

The accused offenders after police contact, arrest and a decision by the police officer to refuse pretrial release in the form of promise-to-appear, solemn undertaking, or own recognizance, are detained for appearance in a court. Such accused individuals are produced within 24 hours before a Judge for decision regarding pre-trial release.

The Judge may release the accused pending trial on a solemn undertaking or on own recognizance. Or, the Judge may decide to detain the individual on either primary or secondary grounds, but generally the secondary grounds. In particular, the Judge is required not to release individuals who are accused of crimes mentioned in section 457.7 C.C.C.

After having dealt with most of the accused who are produced before the courts for pre-trial release in either of the above mentioned two ways (release or detention), the courts are still left with a residual class of offenders who are then referred to the BVS Program. These offenders share the following characteristics:

a) they are accused to have committed from moderately serious to fairly serious crimes - moderate enough to be eligible for pre-trial release considerations but serious enough to warrant intensive examination;

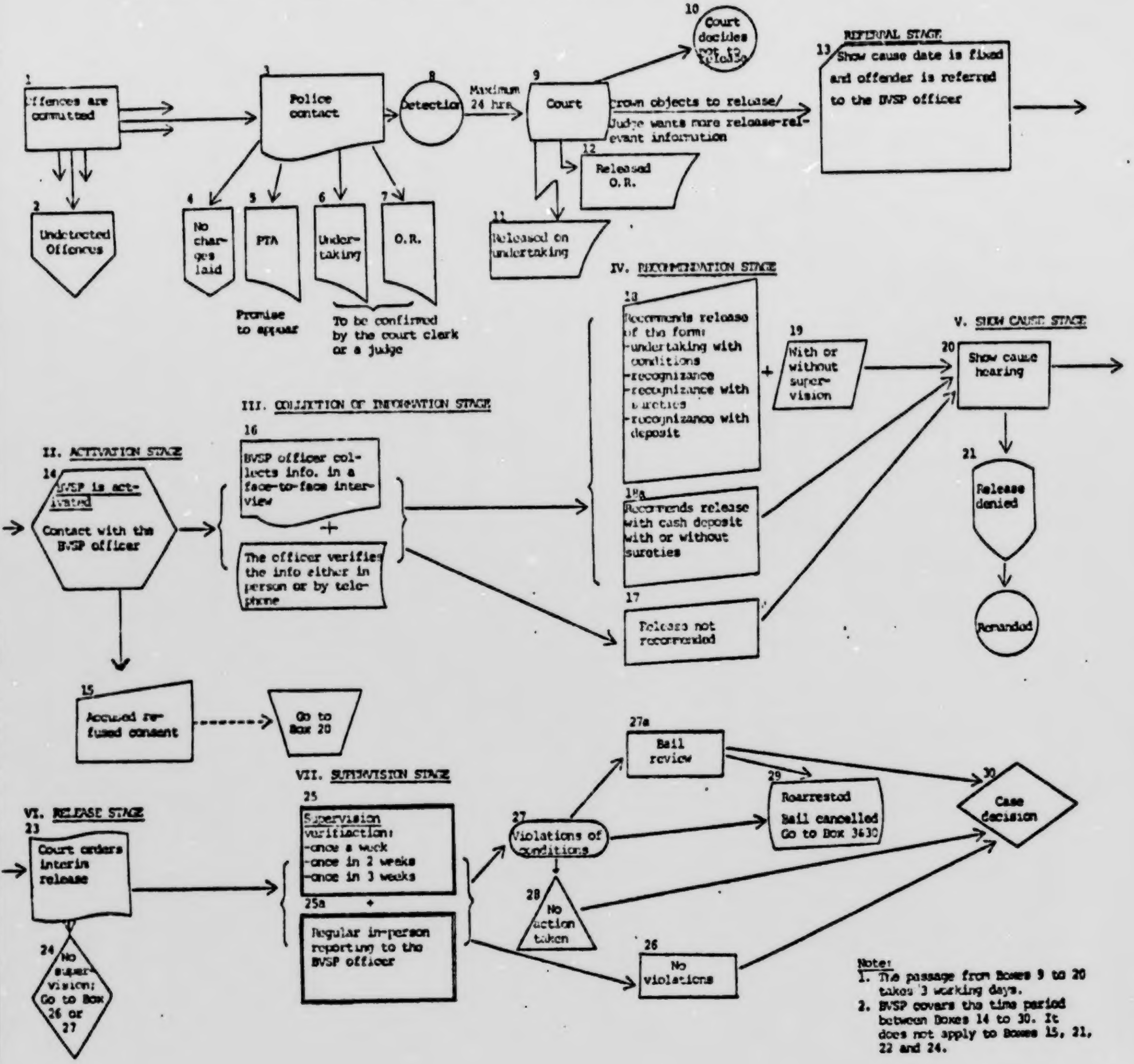
b) the Crown has objected to their release on primary and/or secondary grounds; and

c) the Judge feels that he needs more information on these accused to decide whether they should be:

    i) held in custody pending case adjudication; or
    ii) released on undertaking/own recognizance; or
    iii) released under the supervision of a BVSP officer.

These decisions are made at the Show Cause hearings held for individual accused (Box 20 of the diagram).

A FIGURATIVE DESCRIPTION OF THE BVSP IN THE CONTEXT OF THE CRIMINAL JUSTICE SYSTEM'S PROCESSING OF OFFENDERS


1 Offences are committed
2 Undetected Offences
3 Police contact
4 No charges laid
5 PTA
Promise to appear
6 Undertaking
7 O.R.
To be confirmed by the court clerk or a judge
8 Detection
Maximum 24 hrs.
9 Court
10 Court decides not to release
Crown objects to release/ Judge wants more release-relevant information
11 Released on undertaking
12 Released O.R.
REFERRAL STAGE
13 Show cause date is fixed and offender is referred to the BVSP officer
II. ACTIVATION STAGE
14 BVSP is activated
Contact with the BVSP officer
15 Accused refused consent
Go to Box 20
III. COLLECTION OF INFORMATION STAGE
16 BVSP officer collects info. in a face-to-face interview
+
The officer verifies the info either in person or by telephone
IV. RECOMMENDATION STAGE
18 Recommends release of the form:
-undertaking with conditions
-recognizance
-recognizance with sureties
-recognizance with deposit
+
19 With or without supervision
18a Recommends release with cash deposit with or without sureties
17 Release not recommended
V. SHOW CAUSE STAGE
20 Show cause hearing
21 Release denied
Remanded
VI. RELEASE STAGE
23 Court orders interim release
24 No supervision; Go to Box 26 or 27
VII. SUPERVISION STAGE
25 Supervision verification:
-once a week
-once in 2 weeks
-once in 3 weeks
25a +
Regular in-person reporting to the BVSP officer
27 Violations of conditions
27a Bail review
28 No action taken
26 No violations
29 Rearrested
Bail cancelled
Go to Box 3630
30 Case decision

Note:

1. The passage from Boxes 9 to 20 takes 3 working days.
2. BVSP covers the time period between Boxes 14 to 30. It does not apply to Boxes 15, 21, 22 and 24.

Several comments on the above stated referral process of the Saskatchewan Bail Verification/Supervision Program are in order.

The reader must have realized by now that only the Judges decide whether or not a particular accused should be referred to the BVS Program. There exist absolutely no structural mechanisms for the BVSP officers or other Program personnel to make any input into the referral process. (However, Regional Supervisor of the Program pointed out in the course of a discussion that program personnel had exercised some informal and indirect influence in a couple of cases).

The most important positive consequence of the Saskatchewan referral mechanism for the BVSP personnel is that they cannot be accused of "widening the net" of the Criminal Justice System since they do not have any autonomy in selecting the cases.

Also this arrangement assures to a fairly greater extent that those who could have been released without the assistance of the program would be so released. The present referral mechanism, therefore, seems to ensure the economy of effort and seems to have built-in features of cost-effectiveness as compared to some competing models of pre-trial release that require referral of all the arrestees to the bail program before initial court appearance.

However, it is likely that these savings in costs are being realized by compromising the human rights of some of those in Box 10 of our diagram. It is true that some or most of them are ineligible for pre-trial release within the meanings of Section 457.7 C.C.C. But since all of them have not probably been detained by virtue of their ineligibility of release due to Section 457.7 C.C.C., it is possible that some of them could have been released if the Judges had decided to seek release-relevant information about them by referring them to the BVSP. The present writer is certainly not aware of any case of this kind but then he did not have access to the information on the accused in Box 10. The point is that until and unless it cannot be categorically asserted that the defendants in Box 10 were legally ineligible for release according to Section 457.7 C.C.C., it can always be suspected that the rights of some of the defendants are probably being compromised.

Additionally, the present writer feels that the referral mechanism of the Saskatchewan Program introduces an element of dependency in the structural relationships of the Bail officers with the courts. At this point of time the dependency is not an issue but it may become an important point of discussion few years down the road.

STAGE II: THE ACTIVATION STAGE

After the selected accused - selected by the courts - have been referred to the Program. they are contacted by the BVSP officer. At this stage, the important task of the officer is to seek the consent of the accused that he/she allows the officer to collect release-relevant information on him/her. The accused has a right to refuse the consent in which case no information is collected and the accused goes directly to Box 20 for show-cause hearing.

Also, the accused can request the Bail Officer not to contact some specified persons in which case the Bail Officer does not contact those persons.

Apart from seeking the consent of the accused, the structural importance of the activation stage lies in creating an interphase between the Bail Program and the Criminal Justice System's processing of the offenders. Indeed the creation of this interphase so deep in the criminal justice process is a unique feature of the Saskatchewan model that distinguishes it from similar programs operating in other Canadian and American precincts. In most of the other programs that this writer is aware of, this interphase is enacted fairly early, say at Box 8 of our diagram. Examples that readily come to mind are those of Ontario, Kentucky, Arizona, Washington, D.C. and New York City.

STAGE III: COLLECTION & VERIFICATION OF INFORMATION STAGE

After having secured the consent of the accused, the Bail Officer proceeds to collect bail relevant information. The primary source of this information is the accused himself/herself. Police resources are used to access information on the criminal record (if any) of the accused.

The bail officer collects fairly detailed information on the following characteristics of the accused:

a) demographic background;
b) number and nature of current charges;
c) previous contact with the Criminal Justice System;
d) previous instances of failure-to-appear, escapes, and unlawfully-at-large;
e) primary and alternate residency;
f) income, ability to deposit bail, and availability of sureties;
g) current employment status and employment history;
h) health and habits (consumption of alcohol/drugs).

The information so gathered is recorded on the first three sections of the 4-section Bail Verification Report. The Bail Officer verifies this information by contacting a variety of resource persons: employer(s), attending physician/psychiatrist (if any), parole/probation officer, Canada Manpower counsellor, Social Worker, teacher, spouse/friends/parents. Most of the verification is conducted through telephone. One piece of information that the Bail Officer generally verifies in person pertains to primary and secondary residence.

The Bail officers place heavy emphasis on stability and appropriateness of residency. They generally check for the availability of space, the number and kind of other people living at the proposed residence, their habits and criminal background, etc. Additionally, the bail officers want to know if the other people living at the same residence can exercise some control on the behaviour of the person seeking release. Also, they want to receive a sort of informal consent that the other residents agree to accommodate the accused in case he/she is released.

Finally, the bail officer determines the attitudes of the accused towards the bail program. That is, whether or not the accused understands the conditions of release, intends to abide by them, and considers pre-trial release to be promotive of his/her needs in the areas of employment, education, family, and social relationships in general.

This stage produces two reports. One is the Intake Form and the other is the Bail Verification Report. Copies of the Intake Form are sent to the central office (Regina) for information processing. The copies of BVS Report, after being processed through the recommendation stage, are forwarded to the Judge, the Prosecutor, and the Defence Attorney. The information contained in the BVS Report is used at the time of show-cause hearings. (Copies of the Intake Form and the BVS Report are attached to this report as appendices "B" and "C").

STAGE IV: THE RECOMMENDATION STAGE

After collecting and verifying the bail relevant information on the accused, the Bail officer proceeds to evaluate the information. The evaluation is done in four specific areas: residency, employment/education, health and habits, and understanding of the program and attitudes to the program.

The Bail officers are expected to assess the relevance of these four areas for the compliance of the accused with the conditions of his/her release.

The residency is evaluated for its adequacy. The following question is posed: If the accused is released and allowed to stay at his/her primary/alternate residence, will he/she be able to abide by the conditions of release? If not, why?

The area of employment/education is similarly assessed by posing the following questions: Does the accused have a stable history of employment? If the accused is released, will he/she be able to continue with his employment in case she/she was employed at the time of arrest? Or, can he/she easily find a job? Or, can he/she pursue his/her studies in case he/she is enrolled or intends to be enrolled in some educational programs?

The area of health/habits is also assessed for its probable impact on compliance with the conditions of release. It is done by determining the accused's level of alcohol consumption and drug use. The Bail officers also try to determine if the accused would be able to maintain a reasonably long period of sobriety.

Finally, the area of program understanding and attitudes is evaluated by determining the accused's familiarity with the program and attitude to the program. In case the accused does not know much about the program, the Bail officer explains the program, the possible conditions of release, and the consequences of breach of conditions.

Interspersed into these four mini-evaluations, one sometimes encounters special remarks which may be termed as "subtle observations", "educated guesses", or even "feelings" of the bail officers. Their purpose is to point out whether or not the bail officer considers the client as a potential risk on primary and/or secondary grounds.

The Bail Officer can make two basic type of recommendations: the continued detention of the accused or that the accused be released. In case the Bail officer decides to recommend release of the accused, he has several options open to him. Depending upon the "level of risk" that the Bail officer assigns to the accused, he may recommend any one of the following types of release:

- undertaking
- recognizance without sureties and without deposit
- recognizance with sureties but without deposit
- recognizance without sureties but with deposit
- recognizance with or without sureties and with cash deposit (for out-of-province residents or those residing over 100 miles away from Saskatoon).

The recommendation to release is generally accompanied by one or several conditions of release. They are:

a) in person reporting to the Bail officer at regular intervals;

b) reporting changes relating to residency;

c) reporting changes relating to employment/education;

d) reporting any police contact;

e) restricting oneself to 25 miles radius from place of residence, any travel beyond 25 miles radius should be first approved by the Bail officer in writing;

f) maintaining fixed residency;

g) abiding by curfew hours (usually 11 p.m. to 7 a.m.);

h) abstinence from alcohol and from entering into alcohol dispensing premises;

i) abstinence from the use of drugs;

j) abstaining from contacting co-accused; plaintiff, etc.;

k) keeping peace, maintaining good behaviour; and

l) reporting to the Court whenever required to do so.

The recommendation to release also proposes whether or not the accused be placed under the supervision of Bail Program. The supervision proposal includes a suggestion regarding the extent of supervision to be exercised in case the accused is released under supervision.

STAGE V: SHOW-CAUSE STAGE

The information gathered and verified by the Bail officer, his evaluations on the merits of the case, and his recommendations regarding release (or detention) of the accused, as contained in the BVS Report constitute the basis of show cause hearings.

A typical show cause hearing involves five actors, two of whom play the most prominent role. They are: the prosecutor and the defence attorney. In show cause hearings, normally, the onus is on the Crown to show as to why the continued detention of the accused is justified. A 1976 amendment to the Bail Reform Act shifted the onus, in certain specific cases, to the accused to show as to why the accused be released. In a majority of cases, however, the onus remains on the Crown.

The purpose of show cause hearings is to allow the defence attorney and the accused to contest the adverse facts, arguments, and recommendations of the Prosecutor. The purpose of the BVS Report is to have an objective consideration of the case by pulling together all the bail, relevant facts. In this sense, it is purported to help the Judge, the Prosecutor, the Defence Attorney, and the accused. The Defence Attorney can always capitalize on some of the positive points mentioned in in the Report, e.g., stability of residence, positive attitudes, continuity of employment, etc. (provided the Report has already brought about these factors as applicable to the case under consideration).

The BVS Report furthers the aims of Justice by helping the Judge to dispose of the bail application speedily and on objective grounds. For, if an objective report like the BVS Report is not prepared by a neutral third party (e.g., the Bail officer), the show cause hearing would be messy in a sense. In the first place, the hearings could become protracted. In the second place, the Prosecutor may try to show that the accused has no stable residence, is irresponsible, lacks motivation, is not likely to show up during court proceedings, and is likely to commit more crimes. On the other hand, Defence Attorney may try to show the reverse. As a result, the Judge would not have any objective grounds to decide upon the bail application, especially in marginal cases like those which are referred to the present program.

The availability of a professionally prepared objective report, like the BVS Report, removes the fuzziness out of the situation and provides objective grounds to decide upon a bail application rather quickly. The Judge is, however, under no obligation to accept the recommendations of the BVS Report. But generally they have tended to agree with the recommendations of the Report.

For the benefit of the readers, we are reproducing, in a somewhat summary manner, the proceedings of a show cause hearing:

Judge: J. Tucker

Accused: M

Prosecutor: T. Hinz

Lawyer: H.

T. Hinz:

Presents circumstances surrounding the incident.

_____ Agrees that the onus is on the Crown.

_____ Presents the criminal record and argues that the accused is starting a criminal career.

_____ The accused has shown enough irresponsibility in the past.

_____ The accused lacks motivation.

_____ The detention of the accused is justified on secondary grounds.

H.

_____ Short record; only two previous charges.

_____ Present charge unrelated to previous ones.

_____ Agrees that facts are cogent.

_____ Accused intoxicated at time of offence.

_____ Secondary grounds not justified.

_____ Accused not starting a criminal career as indicated by his record.

_____ Alcohol consumption should be arrested.

_____ Appeals for release subject to certain conditions of release.

J. Tucker:

_____ Detention warranted on secondary grounds.
_____ Public protection and safety.
_____ Agency of case.
_____ Reasons set forth by the BVS Report (NOTE: the BVS Report had shown that the accused was drifting deeper and deeper into criminal ways of behaviour).

The end result of the show cause hearings is decision regarding continued detention or release of the accused. In case the accused is denied bail, he/she goes back to the detention centre and is of no further concern to the present program.

STAGE VI: RELEASE STAGE

The accused who are granted interim bail are either released under the supervision of the bail program or released without supervision. Those who are released without supervision are not considered the clients of the present program. This is because the bail officers do not have any responsibility to monitor the behaviour of such accused during the period of pre-trial release. The attention of the bail officers is mostly directed to those who are released under the supervision of the bail program. This is because one of the most important objectives of the program is to ensure that these individuals "comply with the conditions of their release and appear in court as required".

STAGE VII: SUPERVISION STAGE

There are two components of supervision.

a) periodic in-person reporting by the accused to the bail officer, and

b) regular but unexpected verification checks made on the accused by the bail officer.

a) In-Person Reporting:

The in-person reporting entails a visit by the accused to the Adult Probation Centre at a pre-arranged time. The frequency of reporting varies from once in two weeks to three times a week. This frequency is generally fixed by the Court as part of the conditions of release. Never-the-less, the bail officers seem to have exercised some discretion in temporarily changing the frequency of reporting to suit the circumstances of the client.

A typical reporting session involves a one-to-one interview between the bail officer and the client. The interview is conducted in a fairly relaxed atmosphere and includes the following three substantive areas:

(i) The client is asked if he/she has been abiding by all the conditions of his/her release during the time interval since last report. The bail officer repeats all the conditions one by one and asks, for instance, if the client resided at his approved residence, observed the curfew hours, abstained from the consuption of alcohol, etc. The bail officer further probes for any police contact, observance of radius clause, contact with co-accused, if any, or contact with complainant, etc. Also, he inquires about any changes in employment status, educational programs, etc., of the client.

(ii) The bail officer reminds the client of his/her next court date and time. The bail officer also informs the client about the date and time at which he/she is expected to report again to the bail officer.

(iii) The bail officer additionally inquires from the client if he/she has to report anything of significance. The additional areas of concern might include problems with defense attorney, social worker, probation officer (in case the client is on probation), physician/psychiatrist, etc. In case the client has to report any important development, then that development is noted.

As a result of this interview, the bail officer prepares what is called the Case File Report Form. The form is duly signed by the client and the bail officer and inserted into the individual file of the client. A copy of the Case File Report Form is attached to this report as Appendix "D".

In case the client fails to report to the bail officer at the pre-arranged time, or misses the court date, or if he/she reports any breech of his/her conditions of release, or if a breech of any of the conditions of release comes to the attention of the bail officer from other sources, say police, the bail officer prepares a violation report (a copy attached as appendix "F"), and forwards it to the Prosecutor for further action. In addition to including the necessary identifying information in the violation report, the bail officer mentions the details of violation(s) on the part of release and recommends an appropriate course of action.

Depending upon the severity of the infraction, the bail officer may recommend any of the following: no action; a review under Section 458 CCC; charge of 133 (3), or even the termination of supervision, and bail. It ultimately depends on the Prosecutor and the Judge as to what action is taken. The bail officer can only recommend what he considers to be an appropriate course of action viz-a-viz the noted behaviour of the client.

(b) Verification Checks:

The bail officer additionally makes what are called verification checks. The verification checks are done either by telephone or by personal visit to client's place of residence. Occasionally, checks are also made at place of work or at the educational institution. The predominant mode, however, involves making of verification checks at the place of residence. Generally, but not necessarily, the verification checks are made around 11:00 p.m. The purpose is to check that the client is residing at his/her approved residence, is observing curfew hours, and is in a sober condition. An additional purpose is to convey the idea to the client that he/she is being closely watched. The verification checks are done in an unexpected way in the sense that although the client is expecting such checks, he/she does not know about the time and date of these checks.

The verification checks are supposed to be conducted at fairly regular intervals, say once a week or once in two weeks. However, the present researcher has failed to find any periodicity or even a uniformity (viz-a-viz clients) in the verification checks.

The end product of verification checks is the preparation of what may be called a Verification Check Form (a copy attached as Appendix "E"), and, if any violation of the conditions of release comes to the attention of the bail officer, a violation report (see Appendix "F").

CHAPTER III

METHODOLOGY

1) EVALUATION QUESTIONS

The general focus of the present evaluation was on assessing the effectiveness and efficiency of the program. Since this study had conceived the program in terms of inputs, processes, and outputs, the assessment of the program's effectiveness and efficiency was stated in the form of the following two major research questions:

(A) Did the program succeed in achieving its input, process, and output objectives in an effective manner? To be more specific (and postponing the issue of efficiency to a later section):

(i) Were the three input mechanisms effective in recommending and obtaining the release of the desired categories of accused?

(ii) Did the program achieve its process objectives in terms of supervision, staffing complement, and statistical component?

(iii) Did the program succeed in securing clients compliance and in making a positive impact on remand situation?

(B) Were the program inputs and processes effective in achieving the outputs?

The reader should note that the nature of question "B" is different from that of question "A". Question "A" asks whether or not some specific program objectives were achieved. If so, then what was the level of achievement of the stated objectives. Question "A" is essentially descriptive in nature. Question "B" on the other hand, is causal-analytical in character. It seeks the examination of relationships between inputs and outputs on one hand and processes and outputs on the other. By intent, then, question "B" was stated to determine the instrumental value or efficacy of the inputs and processes in realizing the outputs.

2) EVALUATION DESIGN: DETERMINATION OF EFFECTIVENESS

The nature of the two major research questions ("A" and "B") necessitated the adoption of a combination of the descriptive and analytical research designs. Question "A" was examined by using the descriptive research design whereas question "B" had involved the use of analytical research design.

Following procedures were used to find answers to the evaluation questions stated in 1 above.

(i) Effectiveness of Input Mechanisms in Achieving Input Objectives:

(a) The referral mechanism:

Since the bail officers did not play any role in the selection of individuals from the remand population, the referral mechanism was not evaluated as part of the bail program. However, the pertinent data (i.e. those relating to the referral mechanism) were analyzed and the results are presented in Appendix "Z" of this report.

(b) Information Gathering:

The main purpose of the program to collect information on referred individuals was to use this information in making release relevant decisions at the level of recommendation. In view of this, following two criteria were used to assess the effectiveness of the information gathered on the individuals.

- was the information collected on all the relevant factors that constituted the recommendation scheme?
- was the collected information presented in a form usable for purposes of the recommendation scheme?

The procedure used to assess the effectiveness of collected information consisted of simply matching the information contained in the Intake Form and the BVS Report with the eleven factors mentioned in the recommendation scheme and determining the usability of the collected information.

(c) Recommendation Scheme (Decision-Making)

All pretrial programs, since the pioneering days of the Manhattan Bail Project, 1955, have made use of a wide assortment of social, economic, and criminal justice factors to sort out what may be considered the good risks from the bad risks. The particular method of combining these factors has come to be known as the recommendation scheme of a program.

The recommendation scheme of the Saskatchewan program consisted of 11 factors (see page 11 of this report). The bail officers were expected to take these factors into consideration and prepare mini-evaluations in the four critical areas of residency, employment, health/habit and understanding of and attitudes towards the program. Based on these mini-evaluations, the bail officers were expected to recommend whether or not a particular accused should be released by the courts.

Seven specific criteria were used to assess the effectiveness of the recommendation scheme (or decision-making mechanism) of the bail program:

In general, the recommendation scheme should be objective, i.e. should not allow for the exercise of biases in its application to individual cases.

In particular, following questions were raised:

- were the results of the four mini-evaluations predictable from the information collected on the accused (i.e. their characteristics)?
- was the probability of being recommended for release independant of such background factors as age, sex and ethnic background?
- was the probability of being recommended for release contingent on client characteristics (eleven factors that constituted the recommendation scheme) and on the four mini-evaluations?
- other things being equal, were those who lacked the necessary financial resources recommended for release at least as often as who had the necessary financial resources?
- other things being equal, were those characterized by instable residence and employment history recommended for release at least as often as those who had stable residency and employment history?

In other words, did the program seek the release of those who were considered a risk on only primary grounds?

- other things being equal, did the program seek the detention of those considered too dangerous than those considered not too dangerous?
- did the judges accept the recommendations of the bail officers in a majority of cases?

The assessment procedure consisted of a cross tabular (and correlational) analysis that successively treated the mini-evaluations and the recommendation for release as dependent variables.

The independent variables were the eleven client characteristics and three background factors (age, sex and ethnicity) mentioned above. An additional variable, capturing the type of risk (primary or secondary) attributed to the accused by bail officer, was used in the analysis. This was done to establish that the program had indeed sought the release of those who were expected to pose a risk on only the primary grounds, further that the program had sought the detention of those who were expected to pose a risk on secondary grounds.

The inclusion of the phrase "other things being equal" necessitated that we introduce appropriate controls in the analysis but this was not feasible because size of the sample (189) was too small to allow for the application of more than one controlling factor. It was decided to use criminal background/history as the uniform controlling factor where ever required.

(ii) Effectiveness of Processes in Achieving Process Objectives:

(a) Supervision:

The effectiveness of supervision in achieving process objectives was assessed both quantitatively and qualitatively. The quantitative approach entailed the construction of two indices that were labelled as Service I and Service II.

Their construction involved counting of case file reports and verification check reports prepared by bail officer on supervised clients. The numbers so obtained were standardized for the period that each client had remained on supervision. The resulting quotients were multiplied with 100 to remove fractions. In symbolic terms:

$$\text{Service I} = \frac{C}{D} \times 100 \text{ and Service II} = \frac{V}{D} \times 100$$

WHERE C = # of case file reports

V = # of verification check reports, and

D = # of days that the client remained on supervision

The two indices indicate the level of supervision exercised on clients per 100 days of supervision. The indices were also used to explore the relationship between level of supervision exercised on and the level of compliance shown by the clients.

The qualitative approach to assess the effectiveness of supervision involved the examination of case file reports, verification check reports, and the violation reports. The purpose was to determine whether or not the bail officers had:

. reminded the clients about their respective conditions of release, and asked them about any violations;

- updated information regarding changes in employment, education and residency;
- volunteered assistance in the identified areas of concern, if any, and
- duly reported the identified instances of violations.

(b) Staffing Complement

The adequacy of the available staffing complement was determined by analyzing the tasks assigned to the bail officers and by calculating the time required to complete those tasks. Following table shows the tasks assigned to the bail officers and the approximate time required to perform them:

Task	Approximate Time Required in Hours
1. Attending Courts	20 hrs/week
2. Visiting Correctional Centre	4 hrs/week
3. Preparing BVS Report	3 hrs/report
. Interviewing the referred individuals	0.5 hrs
. Contacting resource persons/agencies	0.5 hrs
. Physical verification of selected facts, say, those pertaining to residence,	1.0 hrs
. Completion of BVS Report - evaluations - recommendations	1.0 hrs

TASK	APPROXIMATE TIME REQUIRED IN HOURS
3. Receiving Supervised clients preparing case file reports	0.25 hrs/client
4. Performing verification checks and preparing verification check reports	1 hrs/check
5. Preparing violation reports	0.5 hrs/report
6. Maintaining statistics, writing letters, making in person and/or phone contacts with resource persons/agencies	16 hrs/month/officer
7. Sundry activities (Departmental meetings, conferences, etc.)	8 hrs/month/officer

The purpose of evaluating the staffing complement was to assess if the program was allocated sufficient number of total man hours to carry out the above stated activities.

(c) Statistical Component

The appropriateness of statistical component was determined by examining the monthly statistical reports prepared by bail officers. The purpose of this qualitative examination was to determine the value of monthly reports in monitoring the performance of the program in terms of providing information to program managers.

(iii) Effectiveness of Program in Achieving Output Objectives:

(a) Compliance

The effectiveness of program in securing compliance from clients was determined by computing FTA (failure-to-appear), PTC (pre-trial criminality), VCR (violations of conditions of release) rates. These rates were compared with similar reported rates for BVS programs operating in other precincts.

(b) Impact on Remand Situation

Impact of the program on remand situations was determined in two ways that are respectively called as the direct and the indirect methods.

The direct method consisted of the calculation of the total number of remand days saved by the program by keeping selected accused in the community rather than in jails/police cells. The total number of remand days saved were divided by 272. (The figure of 272 represents the number of days, from January 9 to October 8, 1982, for which the program was evaluated). The figure so arrived represented the impact of the program on the average daily remand count.

The indirect method was based on a comparison of the average daily remand counts in the Saskatoon PCC before and after the introduction of the program.

Seven months remand data before the introduction of the BVS program (June to December 1981) and 12 months data after the introduction of the program (January to December 1982) was used. Two different comparisons were made: first seventh month data (June - December 1981) was compared with 12 month (January to December 1982) data, and the seven month remand date for 1981 was compared with similar seven month remand data for 1982 (i.e. June to December). The later comparison was made to control for the effect of seasonal variations.

The two previous comparisons were studied in the backdrop of similar two comparisons that were performed on the remand data for all the other centres save Saskatoon. The reason for doing this was to see if the Saskatoon remand data trends were a reflection of the general trends visible in other centres or were possibly due to the BVS program. For instance, if the daily remand count in Saskatoon PCC had relatively declined in 1982, it is possible to argue that the decline was not due to the BVS program but due to a multiplicity of other factors that were not taken into account. If this was true then the remand data of all the other centres should also show a similar decline in average daily remand count. If this is what was actually happening then we would not be in a position to ascribe the decrease in average daily remand counts in Saskatoon as due to the BVS program.

However, if the average daily remand count of all the other centres showed an increase in 1982 but that of Saskatoon Centre either showed a decrease or showed a less steep increase then we would conclude that the BVS program had a positive impact on the remand situation.

In order to further explore the impact of program on remand, we compared the discharge rates and the average length of stay (during a month) of accused during several months both before and after the introduction of the BVS program. The rationale of doing this examination was that if the BVS program had an impact on the remand situation in terms of the average daily count then this effect should have logically occurred through a corresponding effect on the rate of discharge of the accused from the Saskatoon Centre and through a similar effect on the average length of stay/month. That is, the rate of discharge should have increased and the average length of stay should have decreased as prior causative influences on the average daily remand counts in the Saskatoon Centre during 1982 as compared to 1981 and as compared to all the other centres.

B. EFFECTIVENESS OF INPUTS AND PROCESSES IN ACHIEVING THE OUTPUTS

Up to this point we have described the ways and means adopted to assess the effectiveness of various inputs, processes, and the program in general in achieving the respective input, process, and output objectives as mentioned on page 3 of this report.

This section takes a step forward and describes the procedures to examine the empirical (statistical) relationship existing between inputs and processes on the one hand with outputs on the other. The examination of this relationship was based on the assumption that the existence of a strong relationship of inputs and processes will likely have desired effects on outputs. In a sense we are talking about the manoeuvreability of the program. That is, what would be the effects if we bring different type of clients on to the program and/or change the level of supervision? In our opinion, this question has important policy relevance and must be pursued.

(i) What characteristics of the releasees were important in predicting failure-to-appear (FTA), pre-trial criminality (PTC), and violations of the conditions of release (VCR)?

(ii) Was the level of supervision (exercised on clients) an important predictor of FTA, PTC, and VCR?

(iii) Was any interaction taking place between client characteristics and the level of supervision provided to them? If yes, then what was the effect of that interaction on FTA, PTC, and VCR?

These questions were derived from what might be called the theory of bail risk. In short, the received theory and research in the area of pre-trial release has shown the importance of following factors in predicting bail risk as measured in terms of FTA, PTC, and VCR rates:

- stability of residence
- stability of family and community ties
- accessibility
- employment
- criminal history
- character
- intensity of supervision

It must be underscored that the Saskatchewan program seems to have been developed in terms of the above mentioned factors because its recommendation scheme and its provision for supervision take these factors into consideration. However, an important question was raised at this point, and that was: To what extent were these factors predictive of the success of the clients?

3. Determination of Efficiency

Efficiency was defined so as to assess the tempo (speed) and costs of the program. The issue of efficiency raised the following two questions:

(a) Was the program functioning swiftly on a day to day basis?

(b) Was the program less or more costly than the other alternative, i.e. keeping the accused in jails?

The speed of the program was measured in only one way, i.e. by computing the number of days taken to prepare the BVS report. The starting date in this computation procedure was taken as the date when an accused was referred to the program by the court. The last date was the date when the BVS officer signed the BVS report indicating its completion. The evaluation criteria adopted in this regard was that the difference between these two dates should not exceed 3 clear days. It is concluded that this was not the ideal way to assess efficiency. However, this was the only indicator upon which the researcher was able to select objective data.

The determination of comparative costliness required the use of discretion on our part. As a matter of fact, we should have used the marginal per diem cost of keeping a person in jail as our prime figure and multiply it with the total jail days saved by the program. The marginal cost figures, however, did not seem to be available. Therefore, we were forced to use the average per diem cost ($68.00) of keeping an inmate in jail.

The total number of days saved by the BVS program were multiplied by $68.00 to arrive at the total dollar savings (benefits) due to the program. This was annualized to arrive at the yearly benefits. These yearly benefits were compared with the total annual budgetted expenditures (costs) of the BVS program for the fiscal year 1982-83 to determine whether the program was about 50 percent less costlier than the available alternative of keeping the accused in jail.

4. Summary of the Evaluation Criteria

The nineteen evaluation criteria listed in this subsection have already been mentioned in the previous subsections of this chapter. However, since they are dispersed over 13 pages, it has been considered desirable at least for the sake of comprehension, to gather and present them in one subsection.

The general evaluation criteria that were developed to direct the present assessment are stated in the following paragraph:

In order for the program to be considered successful or effective:

(a) the bail officers should recommend the release of and succeed in getting released those accused who are expected to pose minimum amount of risk;

(b) that the bail officers should provide the expected level of supervision;

(c) that the supervision should result in securing a high level of compliance from the clients; and

(d) that the program should lead to a significant decline in the average daily remand count.

In order for the program to be considered efficient;

(e) the bail officers should submit the recommendations (i.e. prepare the reports) within three working days;

(f) that the total expenditures on the program should be significantly less than the cost of keeping the clients in jails.

The specific evaluation criteria relevant to the general criteria are:

1. The BVS reports should be prepared and the recommendations submitted within 3 clear days of the referral of the accused to the program.

2. Usable information should be collected on all the factors that constitute the recommendation scheme of the program.

3. The results of the four mini-evaluations on clients should be predictable from client's standing on eleven factors of the recommendation scheme.

4. The probability of being recommended for release should depend on client's standing on eleven factors of the recommendation scheme and on four mini-evaluations.

5. The probability of being recommended for release should not depend on such background factors as age, sex, ethnic affiliations, and income of clients.

6. The probability of being recommended for release should not depend on the instability of residence or of employment history of the accused.

7. The probability of being recommended for release should depend on the type of risk associated with the accused; those considered risk on only the primary ground should be recommended for release; those considered risk on secondary or on both secondary and primary grounds should not be recommended for release.

8. Recommendations of the bail officers should be accepted by the courts in majority of cases.

9. The clients should report in person to the bail officers for at least an average of 1.5 times per week.

10. The verification checks should be conducted on clients for at least an average of 0.5 times per week.

11. At the time a client reports to the bail officer the bail officer should:

    - remind the client about his/her conditions of release
    - update information regarding changes in residency, employment, and education statuses
    - identify any area(s) in which the client might need assistance, and
    - report the violation(s) that come to his attention.

12. The number of man-hours allocated to the program should be adequate enough to perform the program tasks.

13. The program should be monitored by maintaining an appropriate statistical system. At least one statistical report should be produced each month.

14. The failure-to-appear (FTA) rate should preferably be less than 12.6 percent and should not exceed 20 percent.

15. The pre-trial criminality (PTC) rate should preferably be less than 14.8 percent and should not exceed 22 percent.

16. The rate of violation of the conditions of release should not exceed 52 percent.

17. The rate of bail cancellations should not exceed 32 percent.

18. The average daily remand count should decline significantly (no norms could be established in this regard; the criterion of statistical significance rather than an absolute difference between the pre-program and post-program average daily remand counts was adopted); and

19. The total expenditures due to the program should be less than 50 percent of the costs that the Province would have incurred in keeping the clients in jail. (The 50 percent criterion is fairly tentative. The researcher could not find any norms from the received literature in this area).

5. Data Collection

The data for this evaluation were mainly derived from the BVS files maintained by the bail officers in Saskatoon. The files on individual accused were sent to the researcher in batches of 50 each over a period of approximately six months. Each file consisted of at least three documents; the intake form, the BVS report, and the C-PAC report on previous arrests, etc. The files of those who were released under the supervision of the program additionally contained the Case File Reports, Verification Check Reports, and the Violation Reports if the client had committed any violation(s). Finally, the files of those whose bails were either cancelled or whose cases had been adjudicated also contained the termination of supervision reports.

Performance data on 27 clients who were released as a consequence of the BVS reports but not under the supervision of the program were collected from the Saskatoon Court House. These data were coded but were not analyzed as part of this evaluation.

Additional data were derived from the Corrections Division's Management Information System. These data were utilized in the earlier stages of the present evaluation.

During the time that this evaluation was being conducted, the researcher had a chance to visit the Saskatoon Correctional Centre. He held discussions with the team leader of the remand section.

The researcher also visited the court room to personally observe the court proceedings in regard to the referral mechanism and show cause hearings. Finally, the researcher visited the bail officers on quite a few occasions. He discussed the day-to-day operations of the program, examined and benefited from the manual statistical system maintained by the bail officers, and observed bail officers' interviews with the clients. Although these visits to the correctional centre, court room, and office of the BVS officers did not generate any hard data, it goes without saying that these visits helped the researcher to develop a field-oriented perspective of the program. These visits and that perspective had undoubtedly influenced some of the comments which the researcher have made in the data analysis section of this report.

6. Sampling

In view of the fact that the program had processed only 189 cases and only 90 accused were released under the supervision of the program, it was decided to study the entire population (189 cases). Consequently, no sampling techniques were used.

6. Measurement of Key Concepts

(i) Stability of Residence

Stability of residence was measured in terms of the length of residence at the current address. It was coded as zero if the person had no fixed address or had never lived at the reported current address. Other codes were assigned as follows:

1 = one month or less
2 = 2 to 3 months
3 = 4 to 6 months
4 = 7 to 9 months
5 = 10 to 12 months
6 = 13 to 24 months
7 = more than 24 months

Length of residence appeared to be the only measure of stability of residence as far as the present data were concerned. Although additional information on type of primary and alternate residence was available, we were not able to argue that those who were living in houses should be considered to have higher residential stability than those who were living in apartments. The only way we could have made this assumption was if we had access to information on ownership of the dwelling. However, this information was not available.

(ii) Stability of Family Ties

In the absence of a direct measure, the stability of family ties was measured from available information on living arrangements. Following decision rules were made:

- an ever married accused would be considered to have stable family ties if he/she was living with his/her spouse/children
- a never married accused would be considered to have stable family ties if he/she was living with his/her parents
- all other living arrangements were considered to be indicative of unstable or potentially unstable family ties

Based on these assumptions, family ties were coded as either zero or one; zero indicating unstable and one indicating stable family ties.

(iii) Employment Status

Employment status was defined as the current employment status of the accused. It was coded as 3 if the accused was holding a full-time job, 2 if the accused had a part-time job, and 1 if the accused was unemployed.

(iv) Employment History

Employment history was measured as the total number of months that the accused held various jobs. Attendance of educational institutions has been considered as part of the employment history.

In our opinion, the purpose of collecting information on the employment history of an accused was to make inferences about the stability of his/her employment history. We tried to measure the stability of employment history by adjusting the total length of employment, with reasons for shifting from one job to another and by adjusting for an age factor. However, we did not succeed in an attempt. The snag was created by the variable "reasons for moving from one job to another or for unemployment". In a majority of cases that reason turned out to be the fact that the accused had quit the job. However, the circumstances surrounding that act of quitting the job were not mentioned. For instance, if a person just walks from his job than this is indicative of instability. If the person quits because he/she has arranged for another job then this is indicative of stability. Since this information was not available, we did not use this variable. Therefore, we did not measure the stability of employment history.

(v) Accessibility

The literature had indicated that one of the most important indicators of accessibility was the registration of telephone in the name of the accused. We were not able to use this variable in this way because a significant proportion of accused were living with their parents, relatives, friends, etc. In view of this fact, we decided to measure accessibility from the available information as to whether or not the accused could be reached on telephone irrespective of the person in whose name the telephone was listed.

(vi) General Accessibility

General accessibility was defined as the ease of locating and communicating with the accused. It was measured as a weighted index of four variables in the following manner:

. Currently employed or attending an educational institution	3
. Type of residence:	
House/apartment	3
Room/LHK	2
Hotel/other	1
. Length of residence:	
Only one year	3
6 to 12 months	2
1 to 6 months	1
. Accessibility through telephone	2

The values of this index varied between 0 and 11.

(vii) Alcohol

Use of Alcohol was measured in the following manner:

Abstainer/Social Drinking/Occasional Use	0
Moderate Drinking	1
Excessive Drinking	2
Alcoholic	3

(viii) Consumption of Drugs

Use of marijuana, hashish, solvents and other drugs was measured in the following manner:

Abstainer	0
User	1

(ix) Use of Alcohol-Drugs

Use of alcohol and drugs was measured as a weighted index of the consumption of alcohol and drugs in the following manner:

Alcohol:

Moderate Drinking	1
Excessive Drinking	2
Alcoholic	3

Marijuana:

User	1

Hashish:

User	1

Solvents:

User	1

Other Drugs:

User	1

The value of this index varied between 0 and 7.

(x) Criminal History

Criminal background or history of the accused was measured by constructing 2 different indices called CJ1 and CJ2.

The following table summarily describes their construction:

Variables	CJ1	CJ2
Number of Previous Arrests/Charges		
0	0	
1 to 3	1	
4 to 6	2	
7+	3	
Number of Previous Incarcerations: PCC		
0		0
1		1
2 to 4		2
5 to 7		3
8+		
Number of Previous Incarcerations: Federal		
0		0
1+		1
Number of Previous Instances of Escape From Legal Custody:		
0	0	0
1+	1	1
Number of Previous Instances of Failure-to-Appear:		
0	0	0
1+	1	1
RANGE OF VALUES	0 to 5	0 to 7

(xi) Evaluation Total:

Evaluation total refers to the total evaluation scores obtained by an accused in the following five areas. As previously pointed out, these evaluations were performed by the bail officers:

Variable	Score
Satisfactory Residence (primary or alternate)	1
Good to bright prospects of finding a job	1
Satisfactory employment history	1
Good health and acceptable habits (consumption of alcohol and drugs)	1
Reasonable understanding of court procedures and positive attitudes to the Bail Program	1
RANGE OF VALUES	0 - 5

(xii) Violations: Types

A maximum of three violations of conditions of release were recorded. On each instance, the following 16-fold empirically derived typology of violations was used:

- Reporting (including appointments) Clause only
- Failure-to-Appear (FTA) only
- Residency Clauses only
- Curfew Clause only
- Alcohol (and drug use) Clause only
- Reporting and Residency Clauses
- Reporting and Curfew Clauses
- Curfew and No Contact with Co-accused/Victim Clauses
- Residency and FTA Clauses
- Residency and Alcohol Clauses
- Curfew and Alcohol Clauses
- Residency and Radius Clauses
- Residency and No Contact Clauses
- Reporting and Residency and FTA Clauses
- Reporting and Curfew and Alcohol and No Contact Clauses
- Residency and Alcohol and Radius Clauses and New Crimes
- New Crimes

(xiii) Violations: Duration

The time taken to commit first, second or third violation was computed in terms of days. The three respective variables were called VLNDAYS variables and have been computed in the following manner:

VLNDAYS1 = Subtract the date of release from the date of first violation. First violation was defined as the one that resulted in the preparation and submission of the first violation report by the Bail Officer. The date of first violation was the date mentioned in the first violation report.

VLNDAYS2 = Subtract the date of first violation (if the person was not formally charged and rearrested) or the date of subsequent release (if the person was rearrested and re-released) from the date of second violation as mentioned in the second violation report.

VLNDAYS3 = Subtract the date of second violation or date of release subsequent to second violation from the date of third violation as mentioned in the third violation report.

(xiv) Violations: Results

The results of violations were recorded in terms of bail cancellation and not in terms of rearrest and re-release. In this connection, we had assumed that the Bail Officer's recommendation's regarding bail cancellation were accepted by the Prosecutor and the Judge save in those cases where the records showed that the accused was still on the bail program despite the bail officers recommendation to cancel the bail.

This information was partly (that is, in most of the cases) corroborated from the termination of supervision form. This later form helped us to create the variable called the Present Status of the case which was coded in four categories:

- client on release and trial in progress
- BVS cancelled for violations of conditions
- case adjudicated
- other (in custody on other charges)

(xv) Supervision Record

Information as to the overall supervision record of those supervised clients who had gone off the program was obtained from their termination of supervision forms. For those supervised clients who were still on the program, this information was derived from an examination of their case file reports and violation reports, if any. This information was not accessed for non-supervised releases.

The information was coded according to the following four-fold classifications:

- Maintained reporting conditions as required
- Occasionally failed
- Frequently failed
- Not under supervision

(xvi) Intensity of Supervision

Intensity of supervision provided to clients was measured as Service I and Service II. This has already been explained on pages 43-44.

(xvii) Demographic Variables

(a) Age: Age refers to the approximate chronological age of the accused. It was used both as an interval level variable and as an ordinal level variable.

In the latter case we decided to form the following age categories:

CATEGORY	AGE RANGE
1	16 to 19 years
2	20 to 29 years
3	30 to 39 years
4	40+

(b) Education: Education refers to the number of years of formal schooling as declared by the individual. It was treated as an ordinal level variable. Following groups were constructed:

EDUCATIONAL GROUP	YEARS OF FORMAL SCHOOLING
1	1 to 7
2	8 to 10
3	11+

(c) Ethnicity: The generally accepted distinction between natives and non-natives was made while examining the ethnic background of individuals. In at least one table, the category of natives has further been broken down into Status and Non-Status Indians.

(d) Marital Status: Following 6 categories of marital status were used in initial analysis:

Married
Common-law
Divorced
Separated
Widow
Single

The first five categories were collapsed for later analysis into a general category called ever-married. In this context, the singles were labelled as never-married.

CHAPTER IV

ANALYSIS OF INPUTS

A total of 691 remand admissions were made to the Saskatoon Provincial Correctional Centre during the nine-month period of January to October 1982. The courts had referred a total of 207 individuals to the bail program for preparation of the BVS reports. The referrals constituted about 30 percent of the total remand admissions. The present report is based on an analysis of only 189 cases on whom complete information was made available to us. The loss of 18 cases (7.8% of the total referrals) was due to the following reasons:

. accused refused to sign the consent form	6
. files transferred to other regions	8
. no BVS report required or prepared as the accused expressed intentions to plead guilty	2
. BVS report not completed as the person was required to be in custody (being a UAL case from Quebec)	1
. no BVS report prepared; Judge asked the Bail officer to take the accused directly off the program	1
Total	18

The profile comparison of referrals with the remand admissions showed a systematic selection pattern of referrals based on age, education, marital status, living arrangements, and employment status. The analysis showed that the following categories of accused were referred by the courts to the program more often than what their proportion in the remand population would warrant:

- 16-19 year olds
- unmarried
- living with either parents or friends
- unemployed, and
- 7 or less than 7 years of schooling.

(for details, please see Appendix "Z" of this report).

2. Information Gathering

Our examination of the 189 BVS files showed that the information gathered on the accused was fairly extensive in amount and generally of usable quality. However, two points must be noted. One, that the BVS reports did not contain directly usable information on the following two of the eleven factors that constitute the recommendation scheme of the program:

- the individual's ties with family and/or significant others
- reports from community agencies who are/have had dealings with the individual

We are not saying that the bail officers did not collect relevant information on these two factors. But that such information was not discernable from the completed reports in any usable form. In fact, the BVS report did not even have any designated place for recording information on these two factors. It is possible that the bail officers did explore the standing of various accused on these two factors but did not record it for lack of a designated recording area on the report.

Second, the quality of information provided in two of the mini-evaluations (residency and employment/employment history) needed to be upgraded. For instance, the following evaluation hardly throws any light on the stability of residency:

> "The address given to the writer (bail officer) by the accused corresponds with the SAP file. I verified the address and found no one else living there." (Case 82)

OR

> "P stated she would not reside at any other residence, other than her own. The bail officer believes this residence is unacceptable." (Case 151).

In case 151, the bail officer did not mention any reason for regarding the residence as unacceptable. Similarly, in case 186, the evaluation of residency reads: "the accused brother's residence is acceptable," without mentioning any grounds for accepting the residence.

In certain instances the researcher encountered a more serious problem than the lack of mentioning the reasons for accepting or rejecting a particular abode. In certain cases the fact that other residents of the place were considered able to exercise some control made the residency acceptable and in certain other cases it made the residency unacceptable. For instance, the evaluation of residency of case 146 reads as follows:

> "Mr. and Mrs. D residence is acceptable. They, however, can exert no control over the accused behaviour".

Compare this with the evaluation for case 132:

> "The accused appears to have lived a nomadic lifestyle since his last incarceration. The parental and G.T.'s brother residence are not satisfactory due to lack of supervision".

What this really means is that the bail officers were probably taking some other information into consideration - information that was not recorded in the BVS files. It would be a lot more useful for administrators and evaluators if the bail officers would mention all the factors which they had taken into consideration while regarding some residences as acceptable and some as unacceptable.

The purpose of citing the above evaluations is not to convey the notion that the residency evaluations were of poor informational quality in all instances. In fact, the researcher did come across what he considers to be good pieces of evaluations. For example:

> "Mr. and Mrs. C. are most responsible citizens and can provide an acceptable living situation for the accused. They are aware of possible conditions of release should their son be allowed bail". (Case 52).

> "The W residence appears to be borderline due to the fact that the father's employment calls for him to be throughout Saskatchewan. Monitoring of the conditions would be questionable. The accused's criminal record indicates a transient lifestyle since 1970". (Case 202).

> "Sister E.B.'s residence is acceptable. She is concerned about her sister and willing to look after her. Two separate unannounced visits indicated no reasons for concern as to this residence". (Case 45).

In the area of employment/employment history, the quality of information provided in evaluations was also in need of some tightening up. In a sizeable number of cases (we did not count but they were quite a few) we came across the following 'standard' evaluation:

> "The accused is presently not working nor attending an educational facility".

Obviously this evaluation was not very informative as far as the stability of employment history was concerned; nor, did it tell us much about the employment prospects. Similarly, the following evaluation was not very illuminating:

> "work history consists of cutting posts up north". (Case 182).

A good instance of evaluation is illustrated by Case 144:

> "Sporadic periods of employment as indicated by the accused's work history led the bail officer to the conclusion that it is highly unlikely he will obtain and maintain employment in the near future".

3. Decision-Making: Recommending for Release or Continued Detention of the Accused

The bail officers were expected to recommend the release or continued detention of the accused on the basis of the eleven factors that constituted the recommendation scheme of the program. However, the Blue Book (the program description) did not provide any direction as to the method of employing the eleven factors in arriving at release recommendations. In practice, therefore, the bail officers prepared four mini-evaluations that were probably expected to capture the said eleven factors.

A cursory examination of the eleven factors and the four mini-evaluations revealed that the evaluations did not necessarily extract all the eleven factors. In fact, in a direct sense, the four evaluations were theoretically related to only 6 of the eleven factors as shown in the following table:

Table 1: Showing the Relationship Between Evaluations and the Recommendation Scheme

Type of Evaluation	Corresponding Factors in the Recommendation Scheme
Residency	. availability of a fixed place of residence and length of residency at same
	. individual's ties with family and/or significant other
Employment/educational program or employment history	. individual's employment status/ history
Health/habits	. individual's use of alcohol/drugs
	. individual's physical/mental conditions
Accused's understanding and attitudes	. how well the individual understands and respects court procedures and consequences for violations

Insofar as the evaluations were restricted to only six of the eleven factors and insofar as the evaluations constituted the logical basis for making release recommendations, the researcher became curious about the status of the other five factors of the recommendation scheme. Two important questions arose at this point.

Were these five factors being reflected in the mini-evaluations themselves so that is was not terribly important to worry about their effects over and above the effects of mini-evaluations in the release recommendations? And/or did these five factors influence the release recommendations in any direct sense?

Tables 2 and 3 address the first question whereas the latter tables address the second question.

TABLE 2: Showing Correlation Between Various Backgrounds Characteristics And Six Types Of Evaluations

	EVALUATION TYPES					
Background Characteristics	Residency	Overall Employment	Employment History	Employment Prospects	Health/ Habits	Attitudes
Age	-0.093	-0.082	-0.130	-0.006	-0.013	-0.135
Male/Female	0.003	-0.109	-0.029	-0.155*	-0.143*	-0.020
Native/Non-Native	0.085	0.129	0.071	0.146*	0.147*	0.062
Ever-Married/ Never-Married	-0.049	-0.071	-0.060	-0.059	-0.099	-0.109
Dependants	-0.145*	-0.103	-0.085	-0.088	-0.076	-0.039
Family Ties (Living Arrangements)	0.075	-0.068	-0.054	-0.060	0.024	0.073
Telephone	0.376*	0.136	0.106	0.122	0.084	0.173*
Length of Residence	0.131	0.055	0.009	0.083	0.179*	0.095
Length of Employment	0.066	0.146*	-0.003	0.251*	0.164*	-0.008
Availability of Persons Who can Post Bail	0.221*	0.100	0.052	0.117	0.188*	0.084
Alcohol/Drugs Use	-0.234*	-0.160*	-0.061	-0.209*	-0.420*	-0.230*
Major Offence	-0.005	-0.114	-0.099	-0.092	-0.011	-0.065
# of Warrants	0.034	0.129	0.084	0.133	0.174*	0.057
PCC Admissions	-0.267*	-0.364*	-0.354*	-0.256*	-0.173*	-0.231*
Penn. Admissions	-0.158*	-0.014	-0.080	0.059	-0.149*	-0.250*
FTA	-0.224*	-0.163*	-0.201*	-0.070	-0.094	-0.206*
Escape	-0.181*	-0.076	-0.153*	0.027	-0.086	-0.145*
Time Since Last Released from Incarceration	-0.344*	-0.320*	-0.266*	-0.270*	-0.117	-0.207*
Cj#	-0.354*	-0.266*	-0.263*	-0.182*	-0.242*	-0.327*
Cash At Hand	0.130	0.214*	0.190*	0.168*	0.097	0.094
Sureties	0.071	-0.027	-0.032	-0.014	0.114	0.052
Medical Problems	-0.047	-0.093	-0.063	-0.093	0.000	-0.147*
Receiving Medical/ Psychiatric Care	0.043	-0.084	-0.017	-0.125	0.056	-0.043
General Accessibility	0.082	0.061	0.015	0.088	0.097	0.065

* Significant Correlation.

Table 2 shows that the "previous record of failure-to-appear and escape from lawful custody" had small but statistically significant negative association with the evaluation of residency, employment history, and attitudes. Although the relationships with the evaluations of residency and employment history were not directly understandable, the relationship with the evaluation of attitudes was theoretically explainable. Insofar as failure-to-appear and escape from lawful custody were instances of extreme reactions to being a part of the criminal justice processing, it could be argued that those who had a history of FTA and escapes did not have much respect for court procedures and probably did not care for the consequences of violation(s).

The table also shows that the "availability of people who can post bail" but not the "availability of sureties" had small but statistically significant association with the evaluations of residency and health/habits. The theoretical basis of these relationships were, however, not explicable.

The table also shows that the nature of current offence (most serious offence) and probation adjustment variables had no significant associations with any of the evaluations. However, the number of warrants had a small positive association with the evaluation of health/habits. This relationship was not understandable on a priori grounds because it was not at all clear as to why those who had committed more number of offences were less involved in the use of alcohol and other drugs.

If anything, the relationship should have been negative rather than positive.

The table does not report relationship between "reports from community agencies" and any of the evaluations because, as already noted, no usable information on the former variable could be extracted from the BVS files.

Before we proceed to address the second question, i.e. the influence of various factors on release recommendations, it appears useful to glance a second look at table 2 and comment upon the association of various demographic and criminal justice variables with the four evaluations.

Ordinarily we would expect length of residence at the current address and family ties (indirectly measured through living arrangements) to have statistically significant relationship with evaluation of residency. However, this is not what the data analysis showed. As table 2 shows the size of correlations between evaluation of residency and length of residency and family ties were 0.131 and 0.075 respectively. These correlations were not statistically significant at 0.05 level.

On the other hand, following variables had strong relationships with the evaluation of residency:

- accessibility through telephone (but not general accessibility)
- number of dependents (negative association)
- level of consumption of alcohol/drugs
- number of previous arrests/charges
- number of previous incarcerations in provincial correctional centres and federal institutions
- previous instances of failure-to-appear
- previous instances of escape from lawful custody
- time since last released from incarceration, and
- the availability of persons who can post bail

A regression analysis was performed to find out the true determinants of the evaluation of residency. The results of the regression analysis are presented in Table 3.

Table 3: Showing the Results of Regression Analysis with the Evaluation of Residency as the Dependent Variable

Determinant	B Value	STD Error	Type II SS	F	Level of Significance
Telephone	0.338	0.064	5.318	27.92	0.0001
Cjl*	-0.058	0.015	2.875	15.09	0.0001
Alcohol/ Drugs	-0.044	0.022	0.800	4.20	0.0418
Intercept	0.659				

	Degrees of Freedom	Sum of Squares	Mean Square	F	Level of Significance
Regression	3	11.429	3.810	20.00	0.0001
Error	185	35.237	0.190		
Total	188	46.667			

R Square = 0.245

*Cjl is a composite index based on number of previous arrests, FTA, and escapes from custody.

SOURCE: BVS Data

The regression analysis shows that although accessibility through telephone remained the most important determinant of the evaluation of residency, the criminal justice variables and the level of consumption of alcohol/drugs significantly coloured the evaluation of an accused's residency.

Similarly, the analysis regarding the evaluation of employment, employment history, and employment prospects showed that generally they had less stronger association (correlation) with total length of employment than with criminal justice variables (number of previous arrests, incarcerations, FTA, escapes, time since last released from incarceration) and with the level of alcohol/drug consumption.

The criminal justice variables and the level of alcohol/drug consumption also figured out as the important determinants of one's attitudes to court procedures and willingness to abide by the prospective conditions of release. The only other variable that had a statistically significant correlation with attitudes was accessibility through telephone. However, when the regression was performed, it turned out that the variable Cj1 (number of previous arrests, FTA, and escapes) was the only significant determinant of the evaluation of attitudes . (For sake of simplicity, the results of regression analysis have not been reproduced here).

As expected, the evaluation of health/habits was strongly correlated with the consumption of alcohol/drug. The sign of the correlation, of course, was negative. Other variables that showed significant correlation with the evaluation of health/habits were: Cj1, number of previous incarcerations, number of warrants (offences), sex, ethnicity, length of employment, length of residency at the current address, and availability of persons who can post bail.

Regression analysis (not reported here), however, showed that the level of alcohol/drug consumption and the availability of persons who can post bail were the only two significant determinants of the evaluation of health/habits.

The discussion on the determinants of various evaluations may be concluded with the following summary statements:

(a) Regarding the six factors mentioned in table 1 page 75.

- Length of residency at the current address and family ties did not seem to determine the evaluation of residency; instead, the evaluation of residency was based on the accused's level of alcohol/drug consumption and his/her criminal background.
- Current employment status and length of employment (total of all the jobs ever held by the accused) were significantly involved in the evaluation of employment; however, the most important determinant of the eveluation of employment was one's criminal background.
- Level of alcohol/drug consumption and the availability of persons who can post bail were the most important determinants of the evaluation of health/habits; the number of medical/psychiatric problems and the fact that an accused was under the care of a physician/psychiatrist did not emerge as the determinants of the evaluation of health/habits.
- Criminal background of an accused appeared to be the only significant determinant of one's attitudes to court procedures and willingness to abide by the conditions of release.

(b) Regarding the other five factors of the recommendation scheme.

- The nature (or seriousness) of the most serious offence and the number of charges (warrants) did not seem to enter in any of the evaluations.
- The present probation adjustment also did not seem to influence any of the evaluations.
- The ability of an individual to post bail (but not procure sureties) was significantly involved in the evaluation of health/habits; it was also significantly correlated with the evaluation of residency.
- Previous record of failure-to-appear and escapes from lawful custody were significantly involved in most of the evaluations.
- The effect of "reports from community agencies" was not studied because the pertinent data were not available.

(c) Regarding the evaluations themselves.

- As table 4, Page 85 shows, various evaluations had small to moderate size correlations among themselves. The highest correlation ($r = 0.49$) was shown between evaluation of residency and evaluation of attitudes; the lowest ($r = 0.11$, not significant at 0.05 level) was between evaluation of health/habits and evaluation of job prospects.
- All the evaluations showed fairly strong correlations with the total evaluation score.
- The regression analysis (results not reproduced here) showed that there were only three significant determinants of the total evaluation score variable. They were: criminal background, level of alcohol/drug consumption, and accessibility through telephone.

Table 4: Showing a Matrix of Inter-correlations of Various Evaluations and the Total Evaluation Score

	Health/ Habits	Employment History	Employment Prospects	Attitudes	Total Evaluation
Residency	0.33*	0.34*	0.27*	0.49*	0.74*
Health/ Habits		0.27*	0.11(N.S)	0.31*	0.59*
Employment History			0.40*	0.26*	0.62*
Employment Prospects				0.27*	0.69*
Attitudes					0.69*

*Significant at 0.05 level.

B. Probabilities of Violations and their Determinants

As pointed out on page 28, the bail officers, while evaluating an accused, had indicated if they expected the accused to commit some specific violations in case he/she was released on the bail program. They had mentioned their expectations for about 60 percent of the cases. At the researcher's request they provided similar information for the rest of cases.

These expectations or violation probabilities were classified into three types. The analysis showed that out of 189 cases processed under the program, the bail officers had expected 30 of them to fail to appear at the court, 64 to commit more crimes and 104 to violate the "no alcohol" clause.

The accused in the first category may be called as expected to pose risk on primary grounds, those in the second category as expected to pose risk on secondary grounds, and those in the third category as expected to pose risk on tertiary grounds.

Table 5 shows the relationship of the three violation probabilities with selected background factors and the four evaluations. The table shows that out of all the background factors, the criminal justice variables (the number of previous incarcerations and CJ1, the index of criminal background) had the highest correlations with the three violation probabilities. The other variables had either insignificant or fairly small size correlations. The table also shows that, in general, the employment related evaluations had smaller size correlations than the other three evaluations.

The regression analysis (table 6) performed to find out the true determinants of the three violation probabilities, the value of R^2 showed that the background factors (including criminal justice variables) practically explained nothing. The three evaluations (of attitudes, residency and health/habits) seemed to play a more important role in the determination of the level of risk, i.e., of violation probabilities.

Table 5: Showing the Correlation of Three Types of Violation Probabilities with Selected Background Factors & Four Evaluations

Background Factors	Expected Grounds of Violation		
	Primary	Secondary	Tertiary: Violation of No-Alcohol Clause
No. of Previous Incarcerations (PCC)	0.30*	0.32*	0.16*
Previous FTA's	0.29*	0.19*	0.14*
Previous Escapes	0.11	0.15*	0.08
CJ1 (Index of Criminal Background)	0.26*	0.37*	0.28*
Time Since Last Released from Incarceration	0.23*	0.33*	0.23*
Level of Alcohol Consumption	0.11	0.20*	0.23*
Native/Non-native	-0.13	-0.19*	-0.12
Never/Ever Married	0.19*	0.19*	0.18*
Number of Dependents	0.23*	0.12	0.16
Evaluations:			
Residency	-0.40*	-0.51*	-0.44*
Employment History	-0.17*	-0.21*	-0.18*
Employment Prospects	-0.07	-0.34*	-0.27*
Health/Habits	-0.24*	-0.30*	-0.46*
Attitudes	-0.42*	-0.54*	-0.38*
Total Evaluation Score	-0.39*	-0.57*	-0.52*

NOTES:

(a) only those factors (variables) have been reported which show significant relationship with at least one type of violation probability.

* at least significant at 0.05 level.

Table 6: Showing the Background and Evaluative Determinants of Probabilities that Accused, If Released on Bail, Would Commit Violations

Expected Type of Violation	Background Determinants	R^2	Evaluative Determinants	R^2
Fail to Appear (Primary Grounds)	(a) Criminal background (b) No. of Dependents	0.13	(a) Attitudes (b) Residency	0.22
Commit more Crimes (Secondary Grounds)	(a) Criminal background (b) Ethnic background	0.14	(a) Attitudes (b) Residency	0.39
Violate No-Alcohol Clause (Tertiary Grounds)	(a) Level of Alcohol Consumption (b) Ever Married	0.09	(a) Health/Habits (b) Residency (c) Attitudes	0.33

Two comments are in order on these regression analyses. One, that the values of reported R^2 were fairly small. What this means is that the bail officers had either taken some subjective factors into consideration and/or were utilizing some additional information - information that was not recorded in the BVS reports in the determination of violation probabilities (level of risk). Second, the fact that evaluations and not the background factors played more significant role in the determination of violation probabilities reflected positively on the decision-making structure of the bail program. In substantive terms, this meant that even an accused with fairly extensive criminal record was likely to be ascribed a lower level of risk, if and only if, he/she had positive attitudes, stable residency, and was either an abstainer or drank occasionally.

In practice, however, the accused with extensive criminal records were assessed a higher level of risk because they showed negative attitudes, had reportedly instable residencies, and were either alcoholic or habitual drinkers. (In addition, they showed instable employment histories, were reported to have poor job prospects, and tended to have been released from incarceration within the last one or two years).

(c) Release Recommendations and their Determinants

A total of 44 variables were studied for their effect on the decision to recommend various categories of accused for release. Out of these 44 variables, 18 were usual demographic variables, 10 were criminal justice variables, 6 were alcohol/drug related variables, 7 were evaluation related variables, and finally 3 variables pertained to violation probabilities. The effect of these variables is shown in table 7. The table also shows whether or not the effect of a specific variable, taken by itself, was significant on release recommendations.

Table 7:Showing the Profile of Those Recommended For Release And Those Actually Released by The Courts

Characteristics And Categories	Total Referred	Recommended For Release Yes (%)	Recommended For Release No (%)	Actually Released Yes (%)	Actually Released No (%)
Total	189	114 (60)	75 (40)	117 (62)	72 (38)
Age Groups:		r=-0.103(N.S.)		r=-0.107(N.S.)	
16-19 years old	80	52 (65)	28 (35)	54 (68)	26 (32)
20-29 " "	80	47 (59)	33 (41)	48 (60)	32 (40)
30-39 " "	21	12 (57)	9 (43)	11 (52)	10 (48)
40+ " "	8	3 (38)	5 (62)	4 (50)	4 (50)
Sex:			N.S.		N.S.
Female	25	15 (60)	10 (40)	16 (64)	9 (36)
Male	164	99 (60)	65 (40)	101 (62)	63 (38)
Ethnic Background:		x^2=5.25* d.f.1			
Status Indians	68	37 (54)	31 (46)	38 (56)	30 (44)
Non-Status Indians	31	15 (48)	16 (52)	16 (52)	15 (48)
Others (Non-Native)	90	62 (69)	28 (31)	63 (70)	27 (30)
Natives (Total)	99	52 (52)	47 (47)	54 (54)	45 (45)
Marital Status:		x^2=4.68* d.f.1		x^2=3.6(N.S.)	
Married	10	7 (70)	3 (30)	7 (70)	3 (30)
Common-Law	46	20 (43)	26 (57)	22 (48)	24 (52)
Widowed/Divorced	12	7 (58)	5 (42)	7 (58)	5 (42)
Single (Never Married)	121	80 (66)	41 (34)	81 (67)	40 (33)
Ever Married	68	34 (50)	34 (50)	36 (53)	32 (47)
Number of Dependants:		r=-0.100 (N.S.)		r=-0.117 (N.S.)	
None	151	95 (63)	56 (37)	98 (65)	53 (35)
One	23	13 (57)	10 (43)	13 (57)	10 (43)
Two	11	4 (36)	7 (64)	4 (36)	7 (64)
Three or More	4	2 (50)	2 (50)	2 (50)	2 (50)
At Least One	38	19 (50)	19 (50)	19 (50)	19 (50)
Living Arrangements:			N.S.		N.S.
Spouse:Children	52	28 (54)	24 (46)	31 (60)	21 (40)
Parents:Friends	108	66 (61)	42 (39)	65 (60)	43 (40)
Alone (Fixed Abode)	18	12 (67)	6 (33)	12 (67)	6 (33)
Alone (No Fixed Abode)	4	2 (50)	2 (50)	3 (75)	1 (25)
Other	5	4 (80)	1 (20)	4 (80)	1 (20)
None	2	2 (100)	0 (0)	2 (100)	0 (0)
Telephone:	g=0.43*	x^2=9.02* d.f.1		g=0.37* x^2=6.64* d.f.1	
Yes	96	68 (71)	28 (29)	68 (71)	28 (29)
No	93	46 (49)	47 (51)	49 (53)	44 (47)

Characteristics And Categories	Total Refe-rred	Recommended For Release Yes (%)	Recommended For Release No (%)	Actually Released Yes (%)	Actually Released No (%)
Length of Residence:		r=0.113(N.S)		r=0.084(N.S.)	
Never lived there/ No Fixed Address/ Not Known	19	9 (47)	10 (53)	11 (58)	8 (42)
1 - 3 Months	107	63 (59)	44 (41)	63 (59)	44 (41)
4 Months or More	63	42 (67)	21 (33)	43 (68)	20 (32)
Total Length of Employment:		r=0.120(N.S.)		r=0.076(N.S.)	
Never had a job	31	18 (58)	13 (42)	19 (61)	12 (39)
1-5 Months	58	31 (53)	27 (47)	35 (60)	23 (40)
6-12 Months	47	29 (62)	18 (38)	26 (55)	21 (45)
13-24 Months	24	15 (63)	9 (37)	16 (67)	8 (33)
More Than 2 Years	29	[illegible]1 (72)	8 (28)	21 (72)	8 (28)
Current Employment Status:		G=0.067(N.S.)		G=0.109(N.S.)	
Unemployed	156	95 (60)	61 (40)	98 (63)	58 (37)
Employed	33	19 (58)	14 (42)	19 (58)	14 (42)
Availability of Sureties:		G=0.066(N.S.)		G=0.084(N.S.)	
NO	187	51 (59)	36 (41)	52 (60)	35 (40)
Yes	102	63 (62)	39 (38)	65 (64)	37 (36)
Availability of persons Who can Post Bail:		x^2=2.46(N.S.)		G=0.382*	
No	134	76 (57)	58 (43)	76 (57)	58 (43)
Yes	55	38 (69)	17 (31)	41 (75)	14 (25)
Medical Problems:		G=-0.152(N.S.)		G=-0.150(N.S.)	
No	131	82 (63)	49 (37)	84 (64)	47 (36)
Yes	58	32 (55)	26 (45)	33 (57)	25 (43)
Under Medical/Psych Care?		G=0.043(N.S.)		G=0.132(N.S.)	
No	147	88 (60)	59 (40)	89 (61)	58 (39)
Yes	42	26 (62)	16 (38)	28 (67)	14 (33)
Use of Alchol:		r=-0.222*		r=-0.246*	
None/Occasional	89	64 (72)	25 (28)	64 (72)	25 (28)
Moderate	20	11 (55)	9 (45)	15 (75)	5 (25)
Excessive	41	21 (51)	20 (49)	21 (51)	20 (49)
Alcoholic	39	18 (46)	21 (54)	17 (44)	22 (56)
Use of Marijuana:		r=-0.071(N.S.)		r=-0.061(N.S.)	
Nil	94	60 (64)	34 (36)	61 (65)	33 (35)
occasional	70	47 (67)	23 (33)	49 (70)	21 (30)
Moderate/Excessive	25	7 (28)	18 (72)	7 (28)	18 (72)
Use of Hashish:		r=-0.165*		r=-0.105(N.S.)	
None	147	95 (65)	52 (35)	95 (65)	52 (35)
Some	42	19 (45)	23 (55)	22 (52)	20 (48)

Characteristics And Categories	Total Referred	Recommended For Release		Actually Released	
		Yes (%)	No (%)	Yes (%)	No (%)
Use of Solvents:		r=-0.195*		r=-0.139 (N.S.)	
None	168	107 (64)	61 (36)	108 (64)	60 (36)
Some	21	7 (33)	14 (67)	9 (43)	12 (57)
Use of Other Drugs:		r=-0.118 (N.S)		r=-0.074 (N.S.)	
None	122	80 (66)	42 (34)	80 (66)	42 (34)
Some	67	34 (51)	33 (49)	37 (55)	30 (45)
Combined Use of Alcohol/ Marijuana/hashish/ etc.:		r=-0.287*		r=-0.274*	
None At All	42	32 (76)	10 (24)	32 (76)	10 (24)
Low	37	27 (73)	10 (27)	28 (76)	9 (24)
Moderate	34	22 (65)	12 (35)	22 (65)	12 (35)
Excessive	76	33 (43)	43 (57)	35 (46)	41 (54)
Source of Income:		d.f.4 X^2=6.16 (N.S)		d.f.4 X^2=6.64 (N.S.)	
Employment	24	12 (50)	12 (50)	14 (58)	10 (42)
SAP	76	42 (55)	34 (45)	42 (55)	34 (45)
UIC	17	15 (88)	2 (12)	14 (82)	3 (18)
Other	15	10 (67)	5 (33)	12 (80)	3 (20)
No Source	57	35 (61)	22 (39)	35 (61)	22 (39)
Current Employment Status:			N.S.		N.S.
Employed	23	15 (65)	8 (35)	16 (70)	7 (30)
Under Training	10	5 (50)	5 (50)	5 (50)	5 (50)
Unemployed	151	91 (60)	60 (40)	93 (62)	58 (38)
Not Known	5	3 (60)	2 (40)	3 (60)	2 (40)
Expectations About the Continuity of Employ.:			N.S.		N.S.
Yes	22	19 (86)	3 (14)	20 (91)	2 (9)
No	6	0 (0)	6 (100)	0 (0)	6 (100)
Not Determinable	4	1 (25)	3 (75)	1 (25)	3 (75)
Info Not Provided	6	3 (50)	3 (50)	3 (50)	3 (50)
Not Applicable (Unemployed)	151	91 (60)	60 (40)	93 (62)	58 (38)
Usual Occupation Type:			N.S.		N.S.
Skilled/Prof./Tech.	22	16 (73)	6 (27)	13 (59)	9 (41)
Unskilled	137	81 (59)	56 (41)	84 (61)	53 (39)
Student	17	11 (65)	6 (35)	12 (71)	5 (29)
Others	13	6 (46)	7 (54)	8 (62)	5 (38)
Number of Warrants:		r=0.152*		r=0.040 (N.S.)	
One	126	71 (56)	55 (44)	77 (61)	49 (39)
Two	25	15 (60)	10 (40)	16 (64)	9 (36)
Three	18	11 (61)	7 (39)	11 (61)	7 (39)
Four or More	20	17 (85)	3 (15)	13 (65)	7 (35)

Characteristics And Categories	Total Referred	Recommended For Release Yes (%)	Recommended For Release No (%)	Actually Released Yes (%)	Actually Released No (%)
Major Offence:		r=-0.04(N.S.)		r=-0.097(N.S.)	
Against Person	170	44 (63)	26 (37)	47 (67)	23 (33)
Against Property	111	66 (59)	45 (41)	64 (58)	47 (42)
Others	8	4 (50)	4 (50)	6 (75)	2 (25)
Number of Previous Arrest/ Times Charged on Separate Occasions:		r=-0		r=-0	
None	29	24 (83)	5 (17)	23 (79)	6 (21)
1 - 3	45	34 (76)	11 (24)	38 (84)	7 (16)
4 - 6	23	14 (61)	9 (39)	15 (65)	8 (35)
7+	71	35 (49)	36 (51)	36 (51)	35 (49)
NUmber Not Known	21	7 (33)	14 (67)	5 (24)	16 (76)
Previous Instances of Failure-to-Appear:		r=-0.189*		r=-0.186*	
None	138	91 (66)	47 (34)	93 (67)	45 (33)
One	37	21 (57)	16 (43)	21 (57)	16 (43)
Two to Four	14	2 (14)	12 (86)	3 (21)	11 (79)
Escape From Custody:		r=-0.142(N.S.)		r=-0.154*	
None	171	107 (63)	64 (37)	110 (64)	61 (36)
One or more	18	7 (39)	11 (61)	7 (39)	11 (61)
Previous Incarcerations: Prov. Correctional Centres:		r=-0.305*		r=-0.331*	
None	75	58 (77)	17 (23)	60 (80)	15 (20)
1 - 3	62	36 (58)	26 (42)	35 (56)	27 (44)
4 - 6	28	13 (46)	15 (54)	13 (46)	15 (54)
7+	24	7 (29)	17 (71)	9 (38)	15 (62)
Previous Incarcerations: Federal Penitentiary:		r=-0.195*		r=-0.208*	
None	169	108 (64)	61 (36)	110 (65)	59 (35)
One or More	20	6 (30)	14 (70)	7 (35)	13 (65)
Time Since Last Released From Incarceration:		r=-0.400*		r=-0.376*	
Never Incarcerated/ Unknown	68	56 (82)	12 (18)	56 (82)	12 (18)
Over 5 Years	13	11 (84)	2 (16)	11 (84)	2 (16)
1 - 5 Years	26	14 (54)	12 (46)	15 (58)	11 (42)
Less Than One Year	82	33 (40)	49 (60)	35 (43)	47 (57)

Characteristics And Categories	Total Referred	Recommended For Release		Actually Released	
		Yes (%)	No (%)	Yes (%)	No (%)
Previous Contact:			N.S.		
First Offender/ Unknown	34	26 (76)	8 (24)	26 (76)	8 (24)
Juvenile	15	9 (60)	6 (40)	9 (60)	6 (40)
Parole/Probation	81	49 (60)	32 (40)	47 (58)	34 (42)
Juvenile with Parole/probation	59	30 (45)	29 (55)	35 (59)	24 (41)
Some Contact	155	88 (57)	67 (43)	91 (59)	64 (41)
On Probation Now?		r=-0.107(N.S.)		r=-0.083(N.S.)	
No	129	82 (64)	47 (36)	83 (64)	46 (36)
Yes	60	32 (53)	28 (47)	34 (57)	26 (43)
Evaluation of Primary Residence:					
Unsatisfactory	81	27 (33)	54 (67)	32 (40)	49 (60)
Residency Cannot Be Evaluated	12	6 (50)	6 (50)	5 (42)	7 (58)
No Residency or info. Not Provided	18	13 (72)	5 (28)	12 (67)	6 (33)
Satisfactory and/or Recommended	78	68 (87)	10 (13)	68 (87)	10 (13)
Evaluation of Alternate Residency:					
No Alternate Residency	101	66 (65)	35 (35)	69 (68)	32 (32)
Unsatisfactory	25	4 (16)	21 (84)	4 (16)	21 (84)
Residency Cannot Be Evaluated	11	4 (36)	7 (64)	5 (45)	6 (54)
Not Evaluated	21	11 (52)	10 (48)	9 (43)	12 (57)
Satisfactory	31	29 (94)	2 (6)	30 (97)	1 (3)
Is One of the Residencies, Primary or Alternate, Found Satisfactory?		r=0.646*		r=0.636*	
No	84	21 (25)	63 (75)	23 (27)	61 (73)
Yes	105	93 (89)	12 (11)	94 (90)	11 (10)
Evaluation of Employment History:		r=0.282*		r=0.258*	
Unsatisfactory	99	43 (43)	56 (57)	47 (47)	52 (53)
Satisfactory	75	58 (77)	17 (23)	58 (77)	17 (23)
Not Evaluated/ cannot be evaluated	25	13 (52)	12 (48)	12 (48)	13 (52)

Characteristics And Categories	Total Referred	Recommended For Release		Actually Released	
		Yes (%)	No (%)	Yes (%)	No (%)
Evaluation of Employment Prospects:		r=0.435*		r=0.346*	
Poor Prospects	88	45 (51)	43 (49)	50 (57)	38 (43)
Good Prospects	63	56 (89)	7 (11)	53 (84)	10 (16)
Not Evaluated/ Unable to Evaluate	38	13 (34)	25 (66)	14 (37)	24 (63)
Evaluation of Health/ Habits:		r=0.345*		r=0.279*	
Negative	133	67 (50)	66 (50)	72 (54)	61 (46)
Positive	52	47 (90)	5 (10)	43 (83)	9 (17)
Unable to Evaluate	4	0 (0)	4 (100)	2 (50)	2 (50)
Evaluation of Attitudes:		r=0.634*		r=0.541*	
Extremely Negative	12	0 (0)	12 (100)	2 (17)	10 (83)
Negative	43	7 (16)	36 (84)	10 (23)	33 (77)
Positive	120	97 (81)	23 (19)	95 (79)	25 (21)
Extremely Positive	5	5 (100)	0 (0)	5 (100)	0 (0)
No Firm Conclusion	6	5 (83)	1 (17)	5 (83)	1 (17)
Not Evaluated/ Unable to Evaluate	3	0 (0)	3 (100)	0 (0)	3 (100)
Probability of Violations					
Primary		r=-0.506*		r=-0.434*	
Secondary		r=-0.699*		r=-0.613*	
Tertiary		r=-0.602*		r=-0.468*	

* Significant Relationship

N.S. Not Significant

The analysis shows that only three out of 18 demographic variables had significant relationships with release recommendations. The three variables were: ethnic background, marital status and accessibility through telephone.

Fifty-two percent of the natives were recommended for release whereas sixty-nine percent of the non-natives, were recommended for release. The X^2 value of 5.25 with 1 degree of freedom shows that the differences are statistically significant. A further analysis revealed that the natives referred to the bail program, as compared to the non-natives, had the following characteristics.

- shorter period of stay at the current address
- non-accessibility through telephone
- shorter period of employment
- higher level of alcohol/drug consumption
- higher number of previous incarcerations (PCC)
- higher number of failures-to-appear at courts
- extensive criminal record
- inability to post bail, and
- non-availability of sureties

It was probably because of these factors that they were also evaluated less favourably especially in the areas of job prospects and health/habits. They were also assessed with higher level of risk on secondary grounds.

In so far as marital status was concerned, table 7 on page 90 shows that 66 percent of never-married as compared to 50 percent of ever-married[1] were recommended for release. (In passing we may note that within the general category of ever-married, only 43 percent of those reporting common-law relationships as compared to 70 percent of those reporting conventional marital relationships were recommended for release).

Further probing shows that the ever-married, as compared to never-married, shared the following characteristics:
- older in chronological age
- higher number of previous incarceration
- higher numbers of failures-to-appear, and
- extensive record

Additionally, the ever-married accused were assessed as posing higher level of risk on all three grounds (primary, secondary and tertiary).

The issue of accessibility through telephone is fairly important in release recommendations. Table 8 shows that 71 percent of those accessible through telephone as compared to 49 percent of those not accessible through telephone were recommended for release. The differences are statistically significant at 0.01 level.

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1. Since the number of married and divorced/widowed individuals was fairly small, we lumped them together with the individuals in common-law category and treated all of them as ever-married. All of the subsequent analysis has been reported in terms of ever-married and never-married categories.

It is interesting to note that accessibility through telephone was not one of the factors mentioned in the recommendation scheme of the Saskatchewan bail program. Therefore, the bail officers did not consciously use this factor in making release recommendations. Information on accessibility through telephone was however, entered in the present analysis because of the wide spread use of this factor in bail programs operational in U.S.A. And since this factor showed dignificant effect on release recommendations, it is probably appropriate to interpret it as a proxy variable for some other variables.

Analysis of data in this regard showed that those accessible through telephone, as compared to those not accessible through telephone, displayed the following characteristics:

- longer period of stay at the current address
- non-natives rather than natives
- fewer number of previous incarcerations
- fewer instances of failures-to-appear
- fewer instances of escapes from lawful custody
- ability to post bail
- availability of sureties, and
- longer period of time lapse between previous incarceration and arrest on present charges.

Further, they had received more favourable evaluations especially in the areas of residency and attitudes, and were considered less of a risk on secondary grounds.

It was probably because of these factors that those accessible through telephone were recommended for release in greater proportion than those not accessible through telephone.

Although the effect of accessibility through telephone was significant on release recommendations, its influence was less as compared to the influence of the use of alcohol and other drugs. The use of marijuana, however, did not seem to have any effect on release recommendations; use of everything else seemed to have significant effects. Since the use of various substances was highly intercorrelated, we created a new variable that captured the combined use of all those substances. The new variable was called Alcdrug. The analysis showed that the combined use of alcohol-drugs (alcdrug) had more significant effect on release recommendations than the use of any of the substances taken alone. The table shows that as we move from the category of "none at all" users to "excessive" users through low and moderate level users, the proportion of accused recommended for release declines systematically. Seventy-six percent of those who did not use any of the substances were recommended for release as compared to only forty-three percent of those who used them excessively.

Excessive users of alcohol and other drugs exhibited the following characteristics:

- shorter period of residency at the current address
- natives rather than non-natives
- shorter period of employment
- extensive previous record
- presently on probation, and
- recently released from incarceration.

They had consistently received unfavourable evaluations and were considered to be high risks on secondary and tertiary grounds.

The criminal justice variables, in general, had stronger relationships with release recommendations than the demographic or alcohol/drugs related variables. Criminal history of the accused as indicated by number of previous arrests, previous failures-to-appear, previous incarcerations in PCC and Penn, and time since last released from incarceration were the most important variables that seem to have influenced the release recommendations. The analysis showed that 86 percent of those who had no criminal record or only a short criminal history were recommended for release. This compared to 62 percent of those who had significant criminal history, and only 39 percent of those who had extensive criminal history.

Two interesting questions arose at this point. We have seen that criminal history had significant association with inaccessibility through telephone and with the consumption of alcohol-drugs. If this is so, then is it possible to argue that these two variables affected release recommendations because of their association with criminal history? That is, is it valid to say that if those who were inaccessible through telephone did not have extensive criminal histories, then they would have been recommended for release in greater proportion?

Similarly, is it reasonable to assert that if those who consumed alcohol-drugs in large quantities did not have extensive criminal histories, then they would have been recommended in greater proportion? Or, did inaccessibility through telephone and consumption of alcohol-drugs have independent effects over and above their effects through their association with criminal history. Tables 8 and 9 address these questions.

Table 8 shows that accessibility through telephones was immaterial for proposes of release recommendations for the cases on the extremes, i.e., those who had either very little or very extensive criminal record. However, accessibility through telephone enhanced the chances of being recommended for release of those who had signigicant but not extensive criminal history. The conclusion is that part of the relationship between telephone and release recommendation was due to criminal history.

Table 8: Showing the Relationship between accessibility through telephone and release recommendation after controlling for criminal history

Extent of Criminal History	Percentage Recommended For Release Accessible Through Telephone	Inaccessible Through Telephone	Total	Relationship Based On X^2 Values
None/little	87 (N=13)	85 (N=11)	86 (N=24)	Not significant
Significant	72 (N=48)	49 (N=26)	62 (N=74)	Significant
Extensive	50 (N= 7)	33 (N= 9)	39 (N=16)	Not Significant
Total	71 (N=68)	49 (N=46)	60 (N=114)	
Relationship	Significant	Significant		

But even when the effects of criminal history were controlled, accessibility through telephone had some effects on release recommendations.

The table further shows that it was criminal history which affected the relationship betwwen accessibility through telephone and release recommendations; and that accessibility through telephone did not affect the relationship between criminal history and release recommendations.

Similarly, as table 9 shows the level of alcohol-drugs consumption had little effect on release recommendations for those who had either very little or very extensive criminal record. But it did affect those who had significant (but not extensive) criminal record. In that category, 73% of those who consumed little or no alcohol (and drugs) were recommended for release. This compared with 53 percent of those who consumed moderate to excessive level of alcohol and drugs.

TABLE 9: Showing the Relationship Between Level of Alcohol-Drugs Use and Release Recommendations After Controlling for Criminal History

Extent of Criminal History	Percentage Recommended for Release Level of Alcohol-Drugs Use None/Low	 Moderate/Excessive	Total	Relationship Based on X^2 Values
None/Little	94 (N=16)	73 (N=8)	86 (N=24)	Not Significant
Significant	73 (N=38)	53 (N=36)	62 (N=74)	Significant
Extensive	50 (N=5)	35 (N=11)	39 (N=16)	Not Significant
Total	75 (N=59)	50 (N=55)	60 (N=114)	
Relationship	Significant	Significant		

The table 9 further shows that even after the effects of criminal history were controlled, the level of alcohol-drugs consumption excercised its independent effects on release recommendations.

Table 7 shows that when we move out of the demographic, alcohol-drug, and criminal justice variables, and examine the effect of evaluations and violations probabilities on release recommendations, the size of various correlations becomes fairly large. What this shows, and the later regression analysis has confirmed this interpretation, is that the effect of various evaluations and violation probabilities on release recommendations was very strong. In fact, it was so strong that all the demographic, alcohol-related, and criminal justice variables lost their independent significance for release recommendations.

Table 10: Showing the Effects of Various Combinations of Regressors on Release Recommendations

Combination Number	Number and Name of Variable Added to The Regression Equation	Number and Name of Siginifcant Variables (in order of Significance)	R^2
1	9 variables added: - telephone - Native/Non-Native - Age - Education - Total lenght of Employment - Alcdrug - CJ4 (Index of Criminal History) - Time Since Last Released From Incarceration - Ability to Post Bail	3 variables - time since last released from incarceration - Alcdrug - Accessibility through telephone	0.222
2	14 Variables Added - 9 variables as Mentioned in Combination #1 - Evaluation of Residency - Evaluation of Employment History - Evaluation of Job Prospects - Evaluation of Health/Habits - Evaluation of Attitudes	3 Variables: - Evaluation of Attitudes - Evaluation of Residency - Evaluation of Job Prospects	0.585
3	5 Variables Added - CJ4 - Total Evaluation Score - 3 Violation Probabilities . Primary Grounds . Secondary Grounds . Tertiary Grounds (No-Alcohol Clause	4 Variables - Total Evaluation Score - 3 Violation Probabilities .Secondary Grounds .No-Alcohol Clause .Primary Grounds	0.675

LEAD EDGE

The regression analysis (table 10) shows that when only the background variables (demographic, alcohol-drug, and criminal justice variables) were used to predict release recommendations, the value of R^2 worked out to be only 0.222. This means that a knowledge of background factors (time since last released, alcdrug, telephone) would help us to accurately predict only 22 percent of the bail officers' recommendations regarding release. This much success in predicting outcomes is statistically significant but we would like to be lot more accurate in making predictions.

In order to enhance the predictive success we added five evaluation variables to the 9 variables of combination #1 and tried combination #2. As shown in table 10, the combination #2 resulted in tremendous improvement in our ability to predict release recommendations. The value of R^2 jumped from 0.222 to 0.585. The more surprising aspect to note about the results of combination #2 was that the three variables that turned out to be the significant variables were all evaluation variables (attitudes, residency and job prospects). Not a single one of the previously 3 significant background variables (combination #1) was significant any more. This means that a knowledge of the three evalautions by itself would be sufficient to satisfactorily predict bail officers' recommendations regarding release.

Our predictive ability was further increased, although only marginally, by acquiring knowledge about the three violations probabilities. Results of combination #3 show that total evaluation score and three violation probabilities taken together helped us to accurately predict, to the extent of 67.5 percent, the bail officers' recommendations regarding release. We consider this to be an acceptable rate of success in predicting recommendations.

4. Determinants of Judicial Release:

Previous tables have shown the bail officers had recommended for the release of a total of 114 (60%) of all the accused referred to the program. The courts had however, released a total of 117 (62%) of the accused. A detailed analysis, as presented in table 11, showed that the courts had released a tot al of 107 (94%) out of 114 of those who were originally recommended for release by the bail officers.

Table 11: Showing the Judicial Disposition of the Bail Verification Reports

Disposition Type	Frequency	Percentage
Released as Recommended	107	56.6
Detained as Recommended	65	34.4
Released against Recommendations	10	5.3
Detained against Recommendations	7	3.7
Total	189	100.0

Similarly, the courts refused bail to 65 (87%) out of 75 accused who were originally recommended for continued detention by the bail officers. As a whole, the courts accpeted recommendations of the bail officers in 172 (91%) out of 189 cases. The courts acted against the recommendations in only 17 or 9 percent of all the cases.

An examination of table 7 shows that the pattern of associations or relationships of various variables (demographic, alcohol-drug, criminal justice, evaluational and violation probabilities) with judicial release was generally the same as it was with the release recommendations. There were few exceptions, however. For instance, marital status had a statisically significant relationship with release recommendations but not with actual release. Similarly, escape from lawful custody did not have a statistically significant relationship with release recommendations but it had a significant relationship with actual release.

A series of regression analysis (details not reported here) showed that there were only three important determinants of judicial release. They were:
- total evaluation score
- probability of violations on secondary grounds, and
- time since last released from incarcerations.

The value of R^2 in this regard was 0.497. This meant that a knowledge of these three variables would help us to predict about 50 percent of the judicial releases. This compares with our ability to predict about 68 percent of the release recommendations.

5. Realization of Input Objectives:

As mentioned in figure 1, page 3, of this report, the bail verification program has a set of input objectives.

This section discusses effectiveness of the program in achieving each of those objectives.

Objective 1:

"to seek the release of select accused".
The program description (blue book) does not explain the meanings of the expression "select". However, we have interpreted it in two ways:

(a) the program seeks the release of those select individuals whom it recommends for release; (this is irrespective of the criteria used to select the individuals for release recommendations).

(b) the word "select" refers to the eleven factors mentioned in the recommendation scheme of the program.

As far as first interpretation is concerned, the program was extremely successful in achieving this objective because 94 percent of the individuals it recommended for release were actually released by the courts. As far as second interpretation is concerned,

(i) the correlation analysis showed that only four out of eleven factors of the recommendation scheme had statistically significant relationships with actual release; the factors were

-previous record of failures to-appear and escapes from lawful custody
-ability of individual to post bail (availability of sureties was insignificant in this regard)
-how well the individual understood court procedures and consequences for violation, and
-individual's use of alcohol/drugs.

(ii) the regression analysis showed that, in a direct sense, only one factor of the recommendation scheme, viz., individuals understanding of court procedures, etc., had some significant impact on actual release. In an indirect sense, however, failure-to-appear, escapes, use of alcohol/drugs and ability to post bail probably affected court's decision to release because these factors had significant relationship with several evaluations and with the probability of violation on secondary grounds.

Objective 2:

> To seek the release of those who "lack the necessary financial or social resources to ensure pretrial release. In these cases it is offered to the court as an alternative surety".

The researcher believes that this statement is not a blanket one, i.e., it is essentially a conditional statement. In his opinion, the statement is intended to read as follows:

> "The program seeks the release of those who lack the necessary financial/social resources subject to the condition that they are (found to be) not too dangerous individuals."

As table 7 shows, the source of income had no statistically significant relationship with judicial release. Further, as shown in table 11 (Page 110), the relationship remained insignificant even after controlling for previous criminal record (CJ1). Analysis of table 11 shows that those on SAP or having no source of income constituted 69.3 percent (N=131) of all the referrals (N=189). They, however, constituted 64.1 percent (N=75) of all the releasees (N=117). The general rate of release for these individuals (on SAP or having no income source) was 57.3 percent as compared to 72.4 percent for rest of the individuals (42 released out of

TABLE 11: Showing the Relationship of Source of Income with Judicial Release after controlling for CJ1(Extent of Criminal History)

Extent of Criminal History by Source of Income	Total Number	Number Released	Percent Released
No Criminal History:	28	23	82.1
Employment	1	1	100.0
SAP	13	11	84.6
UIC	2	2	100.0
Other	3	3	100.0
No Source	9	6	66.7
Significant Criminal History:	120	78	65.0
Employment	15	9	60.0
SAP	47	23	48.9
UIC	13	11	84.6
Other	13	11	84.6
No Source	32	24	75.0
Extensive Criminal History:	41	16	39.0
Employment	4	2	50.0
SAP	14	6	42.9
UIC	2	1	40.0
Other	3	0	0.0
No Source	16	5	31.3
TOTAL	189	117	61.9

58 referrals). This shows that those on SAP or having no source of income were slightly but not significantly discriminated against.

Ordinarily, as the knowledgeable circles point out, it is fairly difficult for the indigent accused (i.e., those on SAP or those having no income source) to secure release on bail. This means that, in general, the relationship between income source and release rates is significant. Evaluating the BVS Program in the context of this trend, it appears that the Program has partially succeeded in achieving its second input objective. This is because, under this Program, the ordinarily significant relationship has been reduced to an insignificant relationship.

Objective 3:

> "To seek the release of those characterized by instable residence and employment history".

As has been pointed out in the assessment of objective 2, the researcher believes that this objective is also applicable to only those individuals who are considered to be not too dangerous.

An examination of table 7 shows that only 27 percent of those whose residence was assessed instable or unsatisfactory have been released as compared to 90 percent of those whose residence was assessed as stable or satisfactory. Similarly, 47.5 percent of those with instable employment history have been released as compared to 77 percent of those whose employment history was assessed as stable.

These observations do not change even when we control for CJ1 (the extent of criminal record). This is shown in tables 12 and 13.

TABLE 12: Showing the Relationship of Stability of Residence with Judicial Release after Controlling for CJ1.

Extent of Criminal History by Stability of Residence	Total Number	Number Released	Percent Released
No Criminal History:	28	23	82.1
Stable Residence	22	20	90.9
Instable Residence	6	3	50.0
Significant Criminal History:	120	78	65.0
Stable Residence	70	65	92.9
Instable Residence	50	13	26.0
Extensive Criminal History:	41	16	39.0
Stable Residence	13	9	69.2
Instable Residence	28	7	25.0
TOTAL	189	117	61.9

TABLE 13: Showing the Relationship of Stability of Employment History with Judicial Release after Controlling for CJ4.

Extent of Criminal History by Stability of Employment History	Total Number	Number Released	Percent Released
No Criminal History:	28	23	82.1
Stable Employment History	14	12	85.7
Instable Employment History	14	11	78.6
Significant Criminal History:	120	78	65.0
Stable Employment History	55	43	78.2
Instable Employment History	65	35	53.9
Extensive Criminal History:	41	16	39.0
Stable Employment History	6	3	50.0
Instable Employment History	35	13	37.1
TOTAL	189	117	61.9

These tables show that the program has not succeeded in achieving the third input objective. The reason for the lack of success in this regard is that this objective clearly contradicts two factors of the recommendation scheme. The reader may recall that the bail officers are expected to take into consideration the availability of a fixed place of residence and length of stay at the same as well as individual's employment status/history. Obviously, the bail officers tend to recommend those whom they find having stable residency and showing staple employment history.

Objective 4:

"To seek the detention of too dangerous individuals". The program has definitely succeeded in securing the detention of dangerous individuals. This holds true irrespective of the type of indicator we used to measure dangerousness with the possible exception of the most serious offence on current charges and the number of current charges. But the number of previous incarcerations, previous FTA's, previous escapes, time since last released from incarceration, and violation probability on secondary grounds, all have significant association with judicial release. Even the regression analysis showed that two of the three significant variables that had explained predicted judicial release were essentially the measures of dangerousness. The two variables were probability of violation on secondary grounds and time since last released from incarceration.

CHAPTER V

ANALYSIS OF PROCESSES

1. Supervision: Quantitative Aspect:

As noted elsewhere, a total of 117 accused were released under the program; 90(76.9) were released under supervision and 27(23.1%) without supervision.

An examination of monthly totals (new cases plus carryovers) showed that the program had an average monthly load of about 27 supervised clients. However, the total days care data showed that the program had an average of 16 clients per day under supervision[1].

Table 14 shows that the 90 clients were provided a total of 4,407 days of supervision. This worked out to be an average of 49 days of supervision per client. The minimum number of days of supervision provided to any client was 1 day and the maximum was 260 days. The analysis as reported in table 15 showed that approximately 33 percent of the clients were provided 30 days or less of supervision and 11 percent of 91 days or more of supervision. Fifty-six percent (or 50 clients) were provided from 31 days to 60 days of supervision.

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[1] This discrepancy was understandable in view of the well known fact that an accused who was under supervision in a given month did not necessarily remain on the program for the entire month. Some of the accused may go off the program for various reasons: Violation, Judicial disposition, etc.

TABLE 14: Showing The Monthly and Average Daily Count of Accused Released Under Supervision on the BVS Program, Saskatoon.

				SUPERVISED CASES			
Month (1982)	Total Referred	Total Released	Released Under Supervision	Carry-overs	Monthly Total	Total Days' Care	Average Daily Count
January 9 onward	11	5	4	0	4	25	1.1
February	26	10	5	4	9	132	4.7
March	27	18	14	6	20	336	10.8
April	16	9	7	13	20	420	14.0
May	38	27	24	13	37	511	16.5
June	26	19	16	25	41	774	25.8
July	8	5	3	29	32	835	26.9
August	20	14	9	23	32	623	20.1
September	15	9	7	20	27	629	20.1
Upto Oct. 8	2	1	1	19	20	147	18.4
Total:	189	117	90	N.A.	242	4,407	16.2

TABLE 15: Showing The Extent of Supervision Provided To Various Clients.

Number of Days of Supervision	Frequency	Percent	Cumulative Percentage
1 - 15 days	19	21.1	21.1
16 - 30 days	11	12.2	33.3
31 - 45 days	15	16.7	50.0
46 - 60 days	17	18.9	68.9
61 - 90 days	18	20.0	88.9
91 + days	10	11.1	100.0
Total	90	100.0	

The correleation analysis in regard to the extent of supervision (length of stay on the program) showed that it correlated significantly only with four variables, i.e., age, level of alcohol/drug consuption, total evaluation scores, and total length of employment.

TABLE 16: Showing Relationship (Correlation) Of Extent of Supervision (Or Length Of Stay On The Program) With Background Variables:

	AGE	TOTAL LENGTH OF EMPLOYMENT	LEVEL OF ALCOHOL/DRUG CONSUMPTION	TOTAL EVALUATION SCORE
Length of Stay On The Program	0.403	0.224	-0.285	0.237
Level Of Significance	(0.001)	(0.033)	(0.006)	(0.024)

Table 16 shows that older individuals had tended to stay longer on the program as compared to the younger ones. The exact reasons for this trend are not known but a separate analysis showed that age and a significantly negative correlation (r = -0.25) with total number of violations and a significantly positive correlation (r = 0.42) with total length of employment.

In light of these observations we might argue that older individuals were able to stay longer on the bail program because they had committed fewer number of violations and because they had more adequate socio-economic support structures available to them in the sense that they had participated in the economic structure of the society for a longer period of time. The plausibility of this explanation was strengthened by the fact that length of stay on the program had a significantly positive correlation ($r = 0.224$) with total length of employment (or extent of participation in the economic institutions of the society).

Also, length of stay on the program had a negative correlation with level of alcohol/drugs consumption and a positive correlation with the total evaluation scores.

Further analysis showed that the 90 supervised clients had reported, in person, to the bail officers for a total of 1,120 times. That is, on the average, each supervised client had reported for little over 12 times during his/her entire stay on the program. As table 17 shows, thirty-three percent or 30 clients had reported for 5 or less than 5 times and 22 percent or 20 clients had reported for more than 20 times. The maximum number of times that any client had reported, in person, to the bail officer was 45.

TABLE 17 : Showing The Extent Of In-Person Reporting By Various Accused To Bail Officers.

Extent of Reporting	Frequency	Percent	Cumulative Percentage
Never	3	3.3	3.3
1 - 5 times	27	30.0	33.3
6 - 10 times	16	17.8	51.1
11 - 15 times	19	21.1	72.2
16 - 20 times	5	5.6	77.8
21 - 25 times	10	11.1	88.9
26 + times	10	11.1	100.0
Total	90	100.0	

The analysis also showed that, in the process of providing 4,407 days of supervision, the bail officers had performed 243 verification checks between January 9, 1982, and October 8, 1982, (total days: 272; working days: 195). This means that, on the average, verification checks were performed once per 18 days of stay per client. Again, on the average, each client was checked 2.7 times, during his/her stay on the program during this period of time.

A detailed analysis, as presented in table 18, shows that verification checks were not conducted on 12 out of 90 clients. Another 20 were checked only once whereas 16 were checked twice. Forty-two clients (47%) were checked for 3 or more than 3 times. The maximum number of verification checks performed on any client during the period under review was 8.

TABLE 18: Showing The Number Of Verification Checks Performed On Supervised Clients During January 9 And October 8, 1982.

Number Of Verification Checks Performed	Number Of Clients	Percentage	Cumulative Percentage
None	12	13.3	13.3
1	20	22.2	35.6
2	16	17.7	53.3
3	10	11.1	64.4
4	15	16.7	81.1
5 or more	17	18.9	100.0
Total	90	100.0	

The correlation analysis (see table 19) shows that the number of in-person reportings by clients to bail officers and the number of verification checks conducted by bail officers on clients correlate significantly with only five background variables, i.e., with length of stay on the program, age, level of alcohol/drug consumption, total length of employment, and total evaluation scores. The reader may recall that four out of these five variables correlated significantly with clients' length of stay on the program (see table 15). This means that the correlation of numbers of in-person reportings and number of verification checks with age, alcohol/drug, length of employment, and evaluation scores was probably due to their correlation with the variable length of stay on the program.

In order to check this hunch we standardized the variables number of in-person reportings and number of verification checks by the variable length of stay on the program to create variables service I and Service II (also see pages 43-44.Correlational analysis indeed showed that Service I and Service II were not correlated with any of the four background variables thus confirming our previous hunch.

TABLE 19: Showing Correlations Between Various Measures Of Supervision And Selected Factors.

	Number of Days Stay On The Program	Age	Total Length Of Employment	Level Of Alcohol/Drug Consumption	Total Evaluation Score
Number of In-Person Reportings	0.89*	0.39*	0.26*	-0.34*	0.24*
Number Of Verification checks	0.89*	0.44*	0.26*	-0.38*	0.26*
Service I		-0.10	-0.05	-0.13	0.07
Service II		-0.06	-0.13	-0.09	0.07

2. Supervision: Qualitative Aspect:

The examination of pertinent documents coupled by this writer's actual observations of 2 interviews (re: in-person reportings) of supervised clients by bail officers showed that the bail officers had commendably succeeded in establishing rapport with the clients. The interviews had taken anywhere from 10 to 20 minutes. The interviewing situation was fairly relaxed and conducive to the exchange of information among the interacting parties. A majority of interviews were conducted in separate rooms. At times, however, the two bail officers had to share the same room and this might have had interfered with the free flow of information from the clients. In general, the bail officers seemed to have been able to easily extract the necessary information from the clients re violations of the conditions of release.

A typical interview proceeded like this. After the exchange of few introductory remarks about weather, health, etc., the bail officers read all the conditions of release, one by one, to the client and inquired if he/she had abided by these conditions between the time of last interview and the present one. The bail officer specifically asked the clients about new developments in the areas of employment, education, residency, etc. The necessary information was noted down in the case file reports. In case a breach of any of the conditions came to the attention of bail officer, a violation report recommending appropriate action was prepared.

The verification checks were generally conducted around 11:00 P.M. although a significant number have been conducted between 9:30 and 10:30 P.M. The verification checks were conducted either by actual visit to client's place of residence or through telephone. Since we had not coded the mode of verification checks, we are not in a position to say as to what proportion or how many of them were conducted through telephone.

In order to further illustrate the continuing process of supervision, we have reproduced the significant aspects of the case file reports, verification check reports and violation reports pertaining to three different clients - one each for the three type of reports.

Case To Illustrate Case File Reports:

Client: A (#117)

Duration Of Stay: 62 days (May 20 to July 21)

Number of In-Person Reportings: 15

Dates	Points To Note
May 20	. Conditions of release read to A.
May 25	. Arrived late at home on the night of May 20 (curfew clause) . Did not reside at approved residence on May 24
May 27	. Reported Lawyer's name to bail officer
June 1	. Arrived at approved residence at about 11:30
June 3	. A was checked by City Police at about 8:00 P.M. on Ave. E. and 20th Street . Did not reside at approved residence on the night of June 2 . A was told to be in court room #1 at 11:00 A.M. on June 4 for Bail Review, Section 458 C.C.C. Note: . A showed up in courtroom #1. A warning was given by the bail officer that one more violation would result in the cancellation of his undertaking.
June 7	. A requests travel permit for this week's; school has arranged for a trip
June 10	. Nothing significant to report
June 25	. School finished for the year
June 28	. Nothing significant to report
June 30	. On June 28, arrived at home at approximately midnight; reason: school graduation
July 5	
July 9	. Nothing significant to report
July 14	
July 16	. Late
July 19	. Late (curfew)

Case To Illustrate Verification Check Reports:

Client: J (#122)

Duration Of Stay: 118 days (May 27 to September 22)

Number Of Verification Checks: 6

Dates	Points To Note
June 3	. 10:52; checked in person; O.K.
July 19	. Approximately 9:15; home check; no one home; 11:22 and 11:34 by phone; no answer
August 5	. Phone call, approximately 11:19; at home
August 12	. 10:30; O.K.
August 23	. 11:03; O.K.
August 30	. 9:15; no one home; phone 10:50; O.K.

Case To Illustrate Violation Reports:

Client: AR (#180)

Duration Of Stay: 82 days (August 18 to November 8)
51 days for purposes of this report as the cut off date is October 8, 1982.

Number Of Violation Reports: 4
2 for purposes of this report as the cut off date is October 8, 1982.

Number And Date Of Violation Report	Points To Note
1. September 10	. Accused failed to keep his appointment at 4 P.M. on August 20 (warned and rescheduled) . Accused failed to keep appointment at 4:30 P.M. on September 7 . Accused failed to abide by curfew on September 9; checked in person at 11:10; not home Note At Bottom Of The Report: . September 28; Accused was kept in custody . September 10 - 13; Show cause review and re-released
2. September 28	. Accused failed to keep his appointment on September 27 at 4:30 P.M.

3. October 15 . Accused failed to keep his scheduled appointment on October 14 at 4:30 P.M.

Comments: Accused's response to the above violation was, "I forgot". The violation reports submitted on September 10 and Septmeber 28 were to the same response. The writer recommends the accused be charged under Section 133 (3) C.C.C.

4. October 27 . Violated condition #8. "Are" had direct contact with "S.S." and "A.P." charges now pending B.E. & T. Info. Number ____________________ .

Comments: The bail officer recommands a charge under Section 133 (3) C.C.C. be processed against the accused.

3. Adequacy of The Staffing Complement:

The staffing complement of the program consisted of two full time bail officers, one full time supervisor (Saskatoon), part time services of a supervisor, and part time services of a program manager in central office (Regina).

In this section, however, we have analysed the activities of the two bail officers who were primarily responsible for running the program at the field level.

Assuming 8 hours of work per day and after making necessary adjustments for weekends, EDO's, statutory holidays, and two weeks of annual vacations, the calculations showed that the two bail officers had put in a combined total of 2,560 hours during the 39 weeks period between January 9 and October 8, 1982. This means that the program had allocated 2,560 man hours for the performance of BVS related tasks.

TABLE 20: Showing The Time Spent To Perform Various BVS Related Tasks Between January 9 and October 8, 1982.

Task	Approximate Time Spent (Hours)	Percentage
1. Attended Courts	780	30.6
2. Visited Correctional Centre	156	6.1
3. Prepared BVS Reports	621	24.6
. Interviewed Clients	103.5	
. Contacted Resource Persons	103.5	
. Physical Verification of Important Facts; For Instance, Residence	207	
. Completion of BVS Reports	207	
- Evaluations		
- Recommendations		
4. Received Clients and Prepared Case File Reports	280	11.0
5. Performed Verification Checks and Prepared Verification Check Reports	243	9.5
6. Prepared Violation Reports	35	1.4
7. Maintained Statistics, Wrote Letters, Contacted Resource Persons/Agencies	288	11.3
8. Sundry Activities	144	5.7
Total	2,547	100.0

Table 20 shows the breakdown of BVS related tasks and the approximate time spent to perform those tasks. The table shows that the tasks assigned to the two bail officers required approximately 2,547 hours. This approximately accounts for all the time allocated to the program, i.e., 2,560 hours. Obviously the correspondence of the two figures in and by itself does not allow us to conclude that the staffing complement was adequate to satisfactorily perform all the activities. However, the task-time ratios presented in the form of percentages in table 19 show that only about 20 percent of the total available time was spent on supervision/verification tasks. This leads us to believe that the supervision/verification was probably not very intensive. (The program personnel, however, did not agree with this conclusion). This conclusion allows us to make the following statement about the adequacy of the staffing complement:

If the strategy of the management consits of excercising only minimal supervision on the clients released on the program then the staffing complement was fairly adequate. But if the strategy is to excercise fairly intensive level of supervision, then the staffing complement was not adequate because the performance of other program related tasks, e.g., attending courts and visiting correctional centre, etc., did not leave enough time to excercise intensive level of supervision.

4. Appropriateness of The Statistical Component

Our examination showed that the statistical component of the program (i.e., the weekly and monthly reports) was fairly appropriate. The weekly reports were found to be quite exhaustive and useful.

The data for the reports were derived from a manual statistical system maintained by the bail officers in Saskatoon. We found the manual system of tremendous reference value and, indeed consulted it on several occasions.

The month-end reports presented an up-to-date summary view of the program and its performance. For example, the report dated May 31, 1982, mentioned the number of referrals during the month of May as well as the number of referrals during the last five months. It mentioned the demographic composition of the referrals on the basis of sex and ethnicity. It also showed the process status of referrals as well as the supervision status of those released on bail. Finally, the report mentioned the number and type of violations/offences committed by the releasees as well as the adjustments to those violations.

This much information was of significant value in monitoring the program. In our opinion the monthly reports had assisted the program managers in administering the program and responding to the identified needs, if any.

CHAPTER VI

ANALYSIS OF OUTPUTS

1. Compliance:

Compliance was measured as the obverse of violation. The analysis of violation data showed that the level of compliance on the part of supervised clients with their conditions of release was rather low. During the nine-month period under study, only 39 out of 90 clients, i.e., 43 percent, had complied with all the conditions of release.

The other 51 clients (57%) had committed a total of 68 violations. Thirty-eight clients had committed only one violation, nine had committed two violations each, and four had committed three violations each. Table 21 given below shows the type of condition(s) breached at each instance of violation.

TABLE 21: Showing the Type of Condition(s) Violated By The Instance of Violation

Type of Condition(s) Violated	Instance of Violation			Total	
	First	Second	Third	#	%
In-Person Reporting (only)	13(4)	3(1)	1(1)	17	25
Residency (only)	10(2)	2(1)	0	12	18
Curfew (only)	5(0)	5(0)	1(1)	11	16
Alcohol (only)	3(0)	2(1)	0	5	7
Two or More Than Two of the Above Conditions	10(7)	0	0	10	15
No-contact+Other Conditions	1(0)	0	0	1	1
Radius+Other Conditions	1(0)	0	0	1	1
Appearance At Court (FTA)	5(4)	0	2(2)	7	10
No More Crimes (PTC)	3(2)	1(1)	0	4	6
Total	51(20)	13(4)	4(4)	68	99

Note: Figures in the parentheses indicate the number of bails cancelled as a consequence of respective violations.

The table shows that an overwhelming majority of violations (84 percent) pertained to conditions that might not be considered very serious in the sense that those violations had neither distrubed the judicial process nor endangered the society. There were only 11 violations of a more serious nature, 7 of failure-to-appear at the courts and 4 of committing new crimes while released on bail. The failure-to-appear (FTA) and pretrial ciminality (PTC) rates during the study period were 7.78 percent and 4.44 percent respectively.

Further analysis showed that those who breached the conditions of release had taken an average of 26 days to commit first violation, an average of additional 20 days to commit second violation, and an average of additional 47 days to commit third violation. As far as the first instance of violation was concerned, the analysis showed that 49 percent of all the violations had occurred within the first 14 days of the release and 69 percent had occurred with in the first 28 days of the release. Also, about 87 percent of all the second instances of violations had occurred within 28 days after the first violation. This is shown in table 22.

Table 22: Showing the Number of Days Taken to Commit Violation By Instance of Violation.

Number of Days	First Violation	Second Violation	Third Violation
1-14 days	25 (12)	4 (0)	1 (1)
15-28 days	10 (4)	7 (3)	0
29-42 days	8 (2)	1 (0)	1 (1)
43 or more days	8 (2)	1 (1)	2 (2)
Total	51 (20)	13 (4)	4 (4)
Average (Mean) Number of Days	25.53	20.23	47.25

Note: Figures in the parantheses indicate the number of bails cancelled as a consequence of violation at each instance of violation.

A probing for the correlates of breaches showed that the variable violation was associated with five variables. This is shown in table 23.

TABLE 23: Showing the Variables Which Had Significant Association With Violation Of The Conditions Of Release.

Variable Name	Total Clients	Violators		Relationship Of Variable With Violation
		Number	Percentage	
Age Groups:				Weak G=-0.297
16 - 19	40	31	77.5	
20 - 29	41	17	41.5	
30 &	9	3	33.3	
Sex:				Moderate (G or X^2 cannot be computed. However percentage difference is very large)
Male	81	43	53.1	
Female	9	8	88.9	
Length of Residence:				Weak (G=0.265)
Less than 4 Months	61	32	52.5	
4 Months and Over	29	19	65.5	
Type of Residence:				Moderate (G=-0.489)
House	48	34	70.8	
Apartment	25	10	40.0	
Others/None	17	7	46.7	
Evaluation Total:				Weak (G=-0.257)
1 - 3	57	35	61.4	
4 - 5	33	16	48.5	
Total	90	51	56.7	

Note: Figures in paranthesises indicate the number of bails cancelled as a consequence of violation(s).

Table 23 shows that clients aged 16 - 19, those living in houses, those who had lived for 4 months or more at the current address, and those whose evaluation scores were 3 or less had violated the release conditions more often than other clients. It may be noted that the influence of only two variables, i.e., age and evaluation scores was in the expected direction. The influence of sex, length of residence and type of residence on violation rates defied common sense thinking about the effect of these three variables.

Ordinarily, we would expect the rate of violation to be low for those who had lived at the current address for a comparatively longer duration of time as well as for those who were living in houses. This is so because the variables length of residence and type of residence are generally treated as indicators of stability. Similarly, because of certain normative expectations associated with the conduct of sexes, we would expect females to show lower rate of violation as compared to males. However, the data results as shown in Table 23 ran counter to our expectations.

In order to understand the unexpected nature of the influence of these three variables, we applied controls for the effect of age and computed the violation rates for various categories of sex, length of residence, type of residence, and evaluation scores. These rates are shown in Table 24.

TABLE 24: Showing The Violation Rates For Clients In Various Categories Of Four Selected Variables After Controlling For Age Groups.

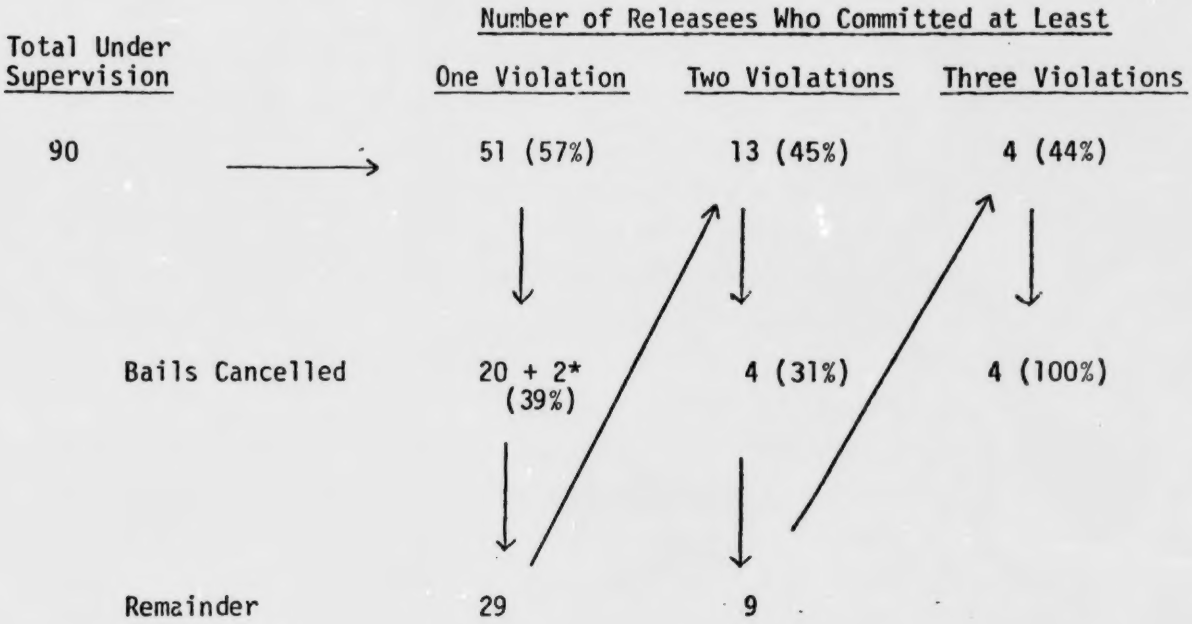
Variable Name	Overall Violation Rate	Rate (%) of Violations		
		16 - 19 Years Old	20 - 29 Years Old	30 & Years Old
Sex:				
Male	53.1	74.3	37.8	33.0
Female	88.9	100.0	75.0	0
Length of Residence:				
Short	52.5	70.4	37.9	40.0
Long	65.5	92.3	50.0	75.0
Type of Residence:				
House	70.8	91.7	52.4	33.3
Apartment	40.0	62.5	28.6	33.3
Others/None	46.7	50.0	33.3	33.3
Evaluation Score:				
1 - 3	61.4	82.6	48.1	42.9
4 - 5	48.5	70.6	28.6	0

Table 24 shows that age had a moderate suppressing effect on the relationship between violation and the four selected variables. However, age certainly did not explain away the unexpected behavior of sex and residence in relation to the propensity to commit violations. This means that the three unexpected relationships reported in table 22 were probably non-spurious.

2. Bail Cancellations:

A total of 28 bails were cancelled as a result of violations noted in the previous section. Twenty bails were cancelled right after first violation, four after second violation, and four after third violation. This is shown in figure 3.

Figure 3: Flow Diagram of Bail Cancellations


Number of Releasees Who Committed at Least
Total Under Supervision
One Violation
Two Violations
Three Violations
90
51 (57%)
13 (45%)
4 (44%)
Bails Cancelled
20 + 2* (39%)
4 (31%)
4 (100%)
Remainder
29
9

---

*Bails of two persons were cancelled not because of any violations but because new offences came to light. Consequently, additional charges were laid against them, they were re-arrested, and their bails were cancelled.

The flow chart shows the rate of bail cancellation based on successive instances of violations. In addition, two other rates of bail cancellation have been reported here. One is the overall rate of bail cancellation which worked out to be 31 percent. The other is the violation-based rate of bail cancellation which was calculated to be about 55 percent. The numerator in the calculation of both the rates was 28 which was the number of clients whose bails were cancelled. The denominator in the calculation of the overall rate was 90, i.e., the total number of clients released under the supervision of the bail program. The denominator in the calculation of the violator-based rate was 51 which was the total number of clients who had committed violations.

The violator-based rate of bail cancellation was significantly associated with the following two factors:

- type of violation, and
- whether or not the violator had a previous history of incarceration.

The re-examination of table 21 (page 129) shows that some violations as compared to the others were more likely to lead to bail cancellation. For example, the rates of bail cancellation for violating any one of the residency, curfew, or abstinence-from-alcohol clauses was minimal, ranging anywhere from 9 percent to 25 percent. The rate of bail cancellation for failing to report to the bail verification and supervision officer was 35 percent. This is a significant figure. However, the rate of bail cancellation for violating two or more than two clauses at one time was 70 percent which was twice that of the rate for violating the in-person reporting clause. Finally, the rate was 75 percent for committing more crimes (PTC) and 86 percent for failing-to-appear at the Court (FTA).

Additionally, the analysis shows that although there was no significant difference between the violation rates of those who had never been incarcerated previously and those who were previously incarcerated at least once, there were significant differences between the bail cancellation rates of the two groups. The violation rates for the never-incarcerated and the ever-incarcerated groups were respectively 59 and 55 percent. However, the bail cancellation rates for the two groups were 39 percent and 68 percent respectively.

In addition to the type of clause breached and the previous incarceration status of the violator, there were other variables which showed some relationship (although not significant ones) with the rate of bail cancellation. Those variables were: the number of days taken to commit first violation, length of residence at the current address, type of residence, and age. For instance, in relation to the number of days taken to commit first violation, the data showed that the bails of 48 percent of all those who violated the condition(s) during the first fourteen days after release were cancelled as compared to 40 percent of those who violated during 15 - 28 days after release and 25 percent of those who violated after 28 days of release. However, this only indicated a tendency and not the existence of significant differences. Similar comments could be made about the influence of age and length and type of residence.

3. Violation And Bail Cancellation; Comparison With Selected Pretrial Programs:

In a strict sense, various pretrial programs are not comparable to each other because each of such programs has some unique features and probably these unique features have a lot to do with the program outputs. However, since these programs share a number of communalities in terms of their philosophies and general orientations, a comparision can be attempted albeit at a fairly general level. The main purpose of such a general comparison is to locate the general direction of the movement of the program and its performance. The reader should desist from computing percentage differences of various rates because such differences would be misleading at best. It should be realized that some of the program differences in terms of various outputs are probably a function of different enforcement practices and/or different reporting practices and/or differences in the extent of supervision. In any case, the reader is best advised to guard against undue feelings of optimism or pessimism.

Table 25 given below compares the Saskatchewan program with selected pretrial programs in terms of several rates.

TABLE 25: Showing the Outcome Measures (Rates) Of Various Pretrial Programs

Precinct/ Program	Failure-to-Appear	Pretrial Criminality	Overall Violation Rate	Overall Rate of Bail Cancellation
Ontario (1980)	22	35	52	32
B.C. (1975)	17	18	N.R.	N.R.
Pima County, Arizona (1979)	15	9	N.R.	N.R.
Washington, D.C. (J.D. Welsh)	10	26	51	N.R.
Three County Study (Sorin, Toborg & Payne)	14	12	N.R.	N.R.
12-Site National Evaluation (Lazar Institute)	6-20% Ave.12.6	7.5-22% Ave.16	N.R.	N.R.
Saskatchewan (1982)	7.8	4.4	57	31

N.R. Not Reported.

4. Impact On Remand:

Impact of the program on remand situation was determined by two methods, the direct and the indirect one. (For a description of the two methods, see pages 47 - 49).

a) Results Of The Direct Method:

Figures presented in Table 14 (Page 115) show that the program provided a total of 4,407 days of supervision to 90 clients over a period of 243 days (January 8, 1982 to September 8, 1982). That is, the program made an impact of removing 16.1 individuals from the average daily remand count of Saskatoon PCC.

b) Results Of The Indirect Method:

Table 26 presents data that allow for the computation of four different estimates of the impact of BVS program on average daily remand count of Saskatoon PCC.

i) Indirect Estimate I:

This estimate was computed by comparing the

Average daily remand counts of Saskatoon PCC for 7 months before the introduction of the program with those for 12 months after the introduction of the program. Figures presented in column 13 show that the remand count in Saskatoon PCC declined from an average of 34.1 persons over the 7-months (1981) period to 25 persons over a 12-months (1982) period. The difference between the two means works out to be 9.1. Application of the Difference of Means test produces a t-value of 2.51 with 17 d.f. (degress of freedom). For a one-tailed test, this statistics is significant at 0.015 level.

ii) Indirect Estmiate II:

This estimate was calculated by adjusting Indirect Estimate I for trends in the average daily remand counts of other centres (Regina and Prince Albert). The reader may like to compare the figures presented in column 13 with those of column 7 of table 26.

Column 7 shows that the average daily remand count in other centres increased from an average of 70.6/month (1981) to 83.8/month (1982). This is an increase of 18.7 percent. We can make a simplifying assumption that if the bail program was not introduced in Saskatoon, then the average daily remand counts in Saskatoon PCC would have also increased by an average of 18.7 percent during 1982 over that of 1981. That is, the remand count would have increased from 34.1 to:

34.1 + (34.1 X 18.7%)

= 34.1 + 6.7

= 40.8 persons.

Therefore, the adjusted impact was:
40.8 - 25.0
= 15.8 persons.
Two comments on this figure are in order: one, that the t-test cannot be computed for this difference (impact) because it is an adjusted figure. However, it is apparent that if a difference of 9.1 is significant then a difference of 15.8 is also significant. The second point to note is that although the Indirect Estimate II (15.8) closely matches the Direct Estimate (16.2), the two figures are not comparable. This is because the Direct Estimate was based on 9-months data of 1982 and the Indirect Estimate II was based on 12-months data of 1982.

Readers attention is directed to page 142 which graphically shows the impact as calculated in this estimate.

iii) Indirect Estimate III:

This estimate was calculated by taking time into consideration. Since the average daily remand count figures display a fair amount of variation from month to month, it was considered desirable to compare 7-months of 1981 data with the same 7-month of 1982 data.

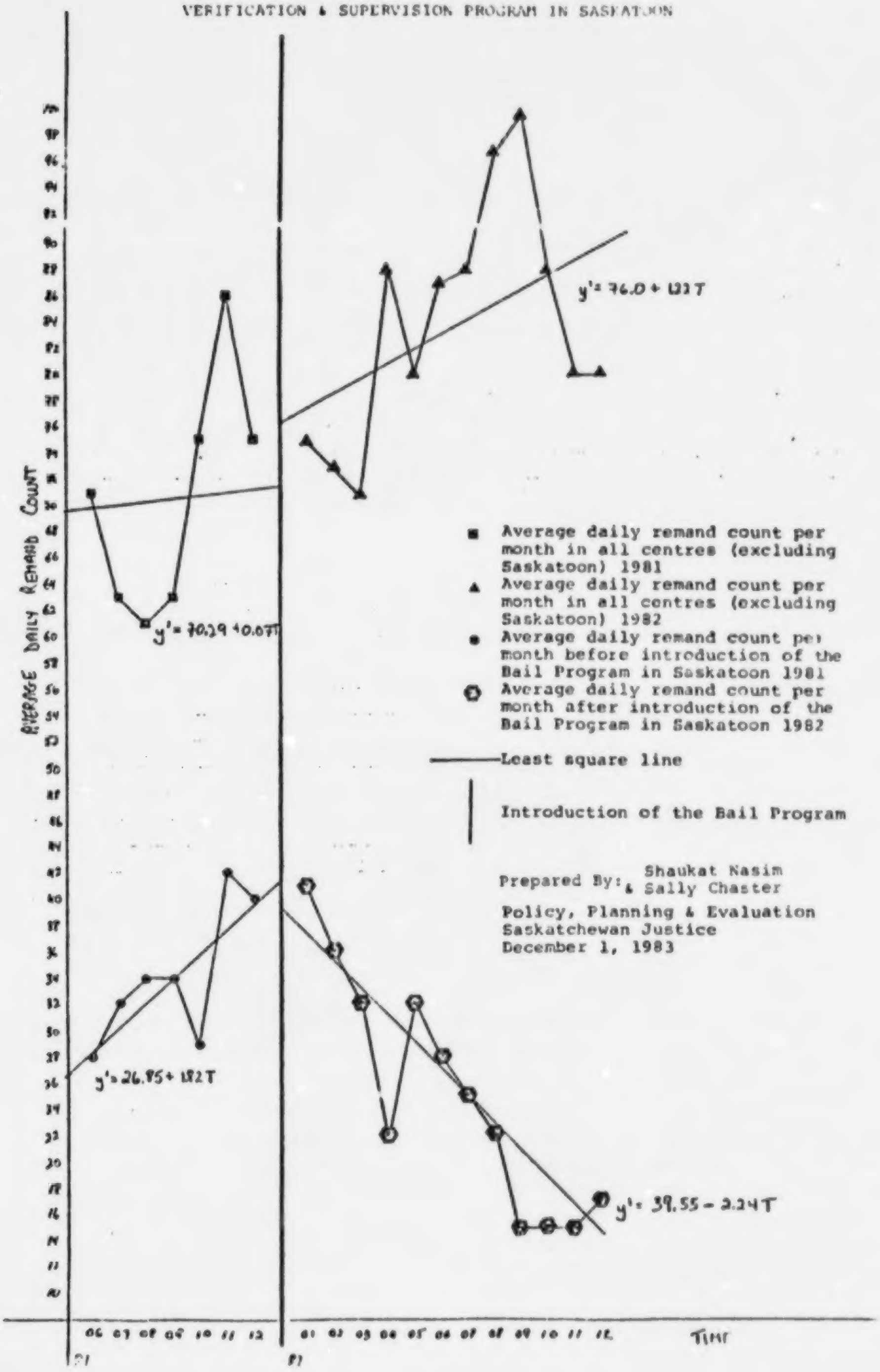
The relevant calculations showed that the average daily remand count for 7-months (June to December) of 1982 was 19.6 with a standard deviation of 5.01. The mean difference therefore was:
34.1 - 19.6
= 14.5 persons.
The Difference of Means test resulted in a t-value of 5.10 which with 12 d.f. was significant

Table 26: Comparison of Saskatoon PCC Remand Data
With Those Pertaining to Other Centres,
June 1981 To December 1982.

OTHER CENTRES							SASKATOON PCC					
Month and Year	Total Days Care	# of Admissions	# of Discharges	4 As A % of 3	Average Length of Stay	Average Daily Count	Total Days Care	# of Admissions	# of Discharges	10 As A % of 9	Average Length of Stay	Average Daily Count
1	2	3	4	5	6	7	8	9	10	11	12	13
06 81	2,125	296	231	78	7.2	71	840	61	35	57	13.8	28
07 81	1,940	262	208	79	7.4	63	992	74	37	50	13.4	32
08 81	1,883	243	176	72	7.7	61	1,050	79	47	60	13.3	34
09 81	1,880	312	249	80	6.0	63	1,023	128	100	78	8.0	34
10 81	2,322	240	162	68	9.7	75	887	144	101	70	6.2	29
11 81	2,557	243	153	63	10.5	86	1,246	158	120	79	7.9	42
12 81	2,311	240	175	73	9.6	75	1,244	150	108	72	8.3	40
Ave.I	2,145	262	193	73.3	8.3	70.6	1,043	113	78	66.6	10.13	34.1
01 82	2,325	254	176	69	9.2	75	1,278	139	197	70	9.2	41
02 82	2,036	203	143	70	10.0	73	1,000	134	103	74	7.5	36
03 82	2,206	246	155	63	9.0	71	987	163	141	80	6.1	32
04 82	2,648	252	173	69	10.5	88	660	116	89	77	5.7	22
05 82	2,469	252	167	66	9.8	80	984	149	118	79	6.6	32
06 82	2,610	358	275	77	7.3	87	834	115	99	86	7.3	28
07 82	2,731	387	283	73	7.1	98	782	103	75	73	7.6	25
08 82	3,018	385	283	79	7.8	97	688	121	106	88	5.7	22
09 82	3,011	349	246	70	8.6	100	451	96	84	88	4.7	15
10 82	2,729	301	202	67	9.1	88	448	81	64	79	5.5	15
11 82	2,403	315	245	78	7.6	80	446	100	83	83	4.5	15
12 82	2,406	325	256	79	7.4	78	542	91	70	77	6.0	17
Ave.II	2,549	302	217	71.7	9.3	83.8	758	117	102	79.5	6.37	25.0

Graph 1:

COMPARISON OF THE MONTHLY AVERAGE REMAND COUNTS FOR SASKATOON P.C.C. WITH ALL OTHER CENTRES BOTH BEFORE AND AFTER THE INTRODUCTION OF THE BAIL VERIFICATION & SUPERVISION PROGRAM IN SASKATOON



■ Average daily remand count per month in all centres (excluding Saskatoon) 1981

▲ Average daily remand count per month in all centres (excluding Saskatoon) 1982

● Average daily remand count per month before introduction of the Bail Program in Saskatoon 1981

○ Average daily remand count per month after introduction of the Bail Program in Saskatoon 1982

—— Least square line

| Introduction of the Bail Program

Prepared By: Shaukat Nasim & Sally Chaster

Policy, Planning & Evaluation
Saskatchewan Justice
December 1, 1983

at 0.0005 level (one-tailed test).

iv) Indirect Estimate IV:

This estimate was calculated by adjusting Indirect Estimate III for trends in the average daily remand counts of other Centres for the comparable months.

The calculations show that the average daily remand count in other centres jumped from 70.6/month during June-December of 1981 to 88.3/month during June-December of 1982. This was an increase of 25.07 percent.

Adjusting for the trend in other centres and for time, the average daily remand count per month in Saskatoon during June to December 1982 is calculated as follows:

34.1 + (34.1 X 25.07%)

= 34.1 + 8.5

= 42.6 persons.

Therefore, the impact was:

42.6 - 19.6

= 23 persons.

5. EFFICIENCY

(A) Tempo Of The Program:

Tempo or speed of the program was measured in only one way, i.e., by computing the number of clear (working) days taken to prepare the BVS reports. The analysis, as presented in table 27, shows that about 97 percent of the reports were in fact prepared with in three clear days of getting the consent form signed by the accused.

TABLE 27: Showing the Number of Days Taken to prepare Bail Verification Report By Bail Officers.

Number Of Days	Number of Reports	Percentage	cumulative Percentage
0*	5	2.65	2.65
1	67	35.45	38.10
2	75	39.68	77.78
3	37	19.58	97.36
4	5	2.65	100.01
Total	189	100.01	

* Reports prepared same day on which the accuseds signed the consent forms.

(B) Comparative Costliness of the Program: Its Costs and Benefits:*

The direct monetary costs of operating the program for a period of nine-months (January 9, 1982 to October 8, 1982) were estimated to be approximately $67,090. The estimates were made by Larry Wilson and the present writer from the available figures for 1982-83 expenditures due to the Saskatoon bail program. These costs included:

---

* Costs and benefits refer to the direct monetary costs incurred by and 'direct' monetary benefits derieved by the Corrections Division of The Saskatchewan Justice. No attempt has been made to perform cost-benefit, cost-effectiveness, or cost-utility analysis. Such esoteric issues as opportunites forgone, market and non-market values, internalities and externalities, present-value of benefits, time sequence tradeoffs, etc., which are germane to a cost-benefit analysis have not been addressed. Therefore the reader should not try to read too much from the cost and benefit figures presented in this section.

- salaries of two bail offciers and one Clerk-Steno;
- travel expenditures; and
- expenditures incurred on equipment. (These expenditures were retired over a period of four years, nine months share was included in estimated costs.)

The direct monetary benefits were estimated by multiplying the estimates of number of jail days saved by the program with $68,00. (The figure of $68.00 was provided by Dick Till and represented the average daily cost of keeping a person in jail.)

The reader may recall that we have five different estimates of the size of impact of the program on remand situation. These estimates vary from a minimum impact of 9.1 to a maximum impact of 23 with an average impact of 16 on the average daily remand count of Saskatoon Provincial Correctional Centre.

Now even if we start with the most conservative estimate of impact, i.e., 9.1, the calculations show that, in the absence of the bail program, the Corrections Division would had to provide an additional custodial care of about 2,475 days (9.1 X 272). This when multiplied by $68.00 helps us to estimate the benefits. Based on these figures, the estimated monetary benefits work out to be $168,100.

The net benefits (or savings) due to the programs are:
$168,100 - $67,090
= $101,010.

The net benefit to costs ratio is

$$= \frac{101010}{67090} = 1.505$$

Also, the costs to benefit ratio is

$$= \frac{67090}{168100} = 0.40 \text{ (rounded to two decimals).}$$

This means that the program has been fairly cost-efficient in that the expenditures constituted about 40 percent of the estimated benefits. This compares favourably with our criterion (Page 56, criterion 19) that the costs-to benefit ratio should not exceed 0.50.

FINDINGS,
CONCLUSIONS AND
RECOMMENDATIONS

1. Summary of the Major Findings:

The major findings of this research are being presented in terms of the two systems of classification of program objectives that were adopted in the introductory chapter. (Please see either pages 2-7 or table 28, page 162, columns entitled "level" and "type" of objectives.) The reader is further advised to at least browse through pages 53-56 so as to keep in mind the various criteria that were used to evaluate the bail program.

The Issue of Effectiveness

(A) Input Mechanisms And Input Objectives:

The program had sought to achieve four objectives (objectives 1-4 in table 28) at the input level by utilizing three mechanisms:

- referral of the desirable "type" of accuseds,
- information gathering re: the referred accuseds, and
- application of an 11-factor recommendation scheme.

The overall purpose of the program at the input stage, as interpreted by the present researcher, was to secure the release of those accused who would be denied bail because of various socio-economic characteristics but could be expected to perform well if released under the supervision of bail program.

A total of seven criteria (#2-8, pages 54-55) were formulated to assess usefulness of two of the previously mentioned three mechanisms in attaining the four input objectives. No criteria were formulated to assess the adequacy of the referral mechanism vis-a-vis the bail program because the program personnel had no formal say in the referral of accuseds to the present program. (However, see appendix "Z" for relevant comments on the referral mechanism.)

The analysis produced the following results:

- Regarding Referral Mechanism:

  The Courts had a distinct preference to refer those accuseds to the bail program who were comparatively young, unmarried, without dependants, living with parents or friends, either first offenders or probationers, and those with grade seven or less of education. The frequency of referral of these categories of accuseds was significantly higher than what would be warranted by their proportion in the remand population.

- Regarding Information Gathering:

  The information gathered on the referred individuals was fairly extensive and generally of usable quality. The following discrepant findings may however be pointed out:

  * pertinent information was not collected on two of the eleven factors that constituted the recommendation scheme of the program; the two factors were: family ties and report(s) from community agencies;
  * in about 15 percent of all the cases, which the present researcher considers as a significant percentage, the quality of information provided (recorded in the files) on the evaluation of residency and of employment history was poor; (see pages 72-74); and

* the researcher feels/suspects that the bail officers, while evaluating the referred persons for release recommendations, had taken into consideration some additional information---information that was not recorded in the BVS files. (The nature of that additional information could not be determined.)

- Regarding Relationship of the Recommendation Scheme with the Four Mini-Evaluations:

  The correlation analysis showed that only five of the eleven factors of the recommendation scheme were significantly associated with the mini-evaluations. The five factors were:

  - previous record of FTA's and escapes,
  - ability to post bail,
  - how well the individual understands and respects court procedures and consequences for violations,
  - individual's employment status/history, and
  - individual's use of alcohol/drugs.

  Additionally, however, strong correlations were shown by two factors that were not part of the recommendation scheme. The factors were:

  - number of previous arrests (see footnote below), and
  - accessibility through telephone.

  The results of the regression analysis further narrowed down the number of significant variables. The regression analysis showed that three factors were the most significant determinants of the overall evaluation of the referred individuals. The factors were:

  - criminal background (a composite variable consisting of the number of previous arrests, FTA's and escapes),
  - level of alcohol/drug consumption, and
  - accessibility through telephone.

- Regarding Release Recommendations:

  The examination of 44 independant variables showed that the individuals with the following twelve characteristics were more likely to be recommended for release:

  - probability that the individual would not violate the conditions of release,
  - positive attitudes to court procedures,
  - positive evaluation of residency,

---

f.n.: The program manager has informed the reseracher that the factor 'number of previous arrests' has been included in a recent revision of the recommendation scheme. The revision was made without any knowledge of the results of the present evaluation. This reflects favourably on the management team of the program.

- positive evaluation of job prospects,
- two or more years since last released from incarceration (or first offender),
- number of previous arrests (three or less than three),
- none or only one previous instance of failure-to-appear,
- none or only one previous instance of escape from lawful custody,
- abstainer or moderate user of alcohol/drugs,
- accessible through telephone,
- married or never-married rather than divorced/widowed or those involved in a common-law relationship, and
- Non-Native rather than Native. (See p.96 for an admissible explanation as to why a comparatively higher percentage of Non-Natives was recommended for release.)

As usual, the regression analysis reduced the number of factors that would predict the release recommendations by the bail officers. The analysis showed that a knowledge of only two factors was sufficient to explain the release recommendations. The factors were:

- mini-evaluations, and
- violation probabilities.

The aforementioned correlation and regression analyses led to the development of an empirical model of decision-making that may be summarily stated in terms of the following points:

* criminal background, level of alcohol/drug consumption, and accessibility through telephone determined the way an individual was evaluated by the bail officers in the required four areas;
* criminal background, level of alcohol/drug consumption, marital status and ethnic background determined whether or not the individual was considered by the bail officer as a potential violator of the prospective conditions of release; and
* the nature of four evaluations and violation probabilities determined whether or not an individual was recommended for release by the bail officers.

. Additional Comments On Release Recommendations:

Three additional comments are warranted by the analysis of the release recommendation data:

Firstly, the release recommendations did not correlate with the age, sex or income of the individuals but they did correlate with the ethnic status.

Secondly, the release recommendations correlated highly with the risk associated with the person being considered for release. About 88 percent of those considered as a risk on either the secondary ground or both the primary and secondary grounds were recommended for continued detention; only about 12 percent were recommended for release.

Thirdly, the release recommendations correlated with the perceived instability of one's residence and employment history. Whereas this finding satisfies the requirements of the recommendation scheme, it shows that the program was not able to achieve its objective #3 (see table 28)---an implicit objective of the program. In this writer's opinion, this finding points to a built-in contradiction within the program description, i.e., between objective #3 and two factors of the recommendation scheme. This contradiction is being explained in detail because the program manager does not agree with the opinions of the present researcher in this regard.

The writer thinks that one of the implicit objectives of the program is to seek the release of those who are characterized by instable residence and employment history. This objective was inferred from page 4 of the Blue Book which states that the program is intended, among others, for "(T)hose individuals for whom the Crown would elect to seek a detention order on the primary grounds; particularly if the assessment of their potential to "fail to appear" is attributed to a lack of stability in their residence and employment history."

However, the stage at which the release recommendations have to be made, the program description instructs the bail officers to take into consideration, among others, the following two factors: (a) availability of a fixed place of residence and the length of stay at that residence, and (b) the individual's employment status/history. Although the program description does not provide any guidelines as to the way that these factors have to be taken into consideration, i.e., whether negatively or positively, the pratice from other precincts as well as from Saskatoon region suggests that the instability of residence and of employment history has to be alloted negative weights in mini-evaluations and hence in release recommendations. That is, an accused who did not have a fixed place of residence would be assessed with instability of residence. Similarly, one who had sporadic employments punctuated with long periods of unemployment would be perceived to have instable employment history. Other things being equal, the bail officers would tend to recommend the continued detention of such individuals. This, however, stands in sharp contrast to the objective #3 according to which the program seeks the release of those characterized by instable residence and employment history.

- Regarding Judicial Release:

  Two important findings may be noted in regard to the judicial release:

  Firstly, the recommendations of bail officers were accepted by the courts in 172 out of 189 cases, i.e., in about 91% of the cases.

  Secondly, a series of regression analyses showed that the judicial release was essentially determined by the following three variables:

  - mini-evaluations (total evaluation score),
  - probability that the accused will not commit crimes if released on bail, and
  - the time since the accused was last released from incarceration (either first offenders or those who were released from incarceration two or more than two years ago were released in higher proportions than those who were released from incarceration during the last one year period.)

  Note: The recommendations of bail officers were not included in these regression analyses.

(B) Process Mechanisms And Process Objectives:

The program had sought to achieve eight objectives (5a to 5h listed in table 28) at the process stage by employing the twin mechanisms of supervision and verification checks. The overall purpose of the program at the process stage, as interpreted by the researcher, was to provide a minimum level of assistance to the releasees in conforming to their respective conditions of release as well as to monitor the level of conformity exhibited by the releasees.

A total of five evaluation criteria (#9-13, pages 55-56) were formulated to assess the effectiveness of process mechanisms in achieving the process objectives. The reader may note that the criterion #11 consists of four sub-criteria.

The analysis produced the following results:

- Regarding Supervision Mechanism:
  - * Supervision Load:
    The bail officers supervised a total of 90 individuals during the nine-month period (January 8, 1982 to October 9, 1982). The calculations showed that an average of 27 clients were supervised each month during the study period. The average daily count during the nine-month period was calculated to be 16 clients per day.
  - * Extent of Supervision:
    A total of 4,407 days of supervision was provided during the nine-month period. Hence, an average of about 49 days of supervision was provided per client. The range of supervision varied between 1 to 260 days, although a majority of clients remained under supervision of the program from 31 to 60 days. The clients reported in person to the bail officers for an average of 1.8 times per week during the study period.

* Determinants of Clients' Length of Stay on the Program:

(Note: A client's length of stay on the program is the same as the extent of supervision provided to him/her by the bail officers. The difference between the two concepts is that in case of "extent of supervision," the reference individual is the bail officer; in case of "length of stay," the refernce is the individual client.)

The analysis showed that four variables accounted for a major proportion of variation in the length of stay on the program. In general, the individual with the following characteristics tended to stay longer on the program:

- those older in age,
- those who reported longer periods of employment,
- those who were reportedly abstainers or reported only a moderate use of alcohol/drugs, and
- those who had received positive evaluations from bail officers at the release recommendation stage.

A separate analysis showed that age was positively correlated with length of employment and negatively correlated with the number of violations committed by the clients. This means that the older individuals were able to stay longer on the program because they had been employed for comparatively longer periods of time. In this writer's opinion, the extended period of participation on the part of these (older) individuals provided them with fairly reliable and adequate socio-economic support structures and made their stay in the community relatively free of troubles. Therefore, the older individuals committed siginificantly less number of violations of the release conditions.

* Qualitative Aspects of Supervision:

The analysis showed that, as a pluse to the program, the bail officers used to remind the clients about their respective conditions of release. They also used to regularly update the files by noting changes in residency, employment and/or educational statuses of the clients, if any. The bail officers seemed to possess an exceptional ability to extract the necessary information from the clients themselves regarding violation (s) of the conditions of release. Finally, the bail officers were found to be fairly regular and particular in reporting violation, if any, and in recommending appropriate actions. In few cases, however, they were found to be content to simply warn the violator and not prepare the required violation report.

However, the bail officers did not make much efforts to identify the area(s) in which the clients might have needed their assistance. Consequently, no significant actions were taken to help the clients in the areas of employment, financial assiatcne, residency, etc. Although in some cases, the bail officers tried to arrange accomodation in Larson House and Calder Residence---the two institutions meant for the rehabilitation of alchol/drug addicts. But the present writer does not consider these efforts as assistance in the area of residency. The reason is that these two institutions are not meant to provide the more normal and traditional type of housing. The only other instance of assistance that came to this writer's attention was the occasion when one of the bail officers escorted a client to the barber shop for hair cutting.

. Regarding Verification Mechanism:

* Extent of Verification Checks:

The bail officers conducted a total of 243 verification checks on the clients during the nine-month study period. That is, each client was checked for an average of 0.4 times per week. (In this writer's opinion, it would have been more desirable if the verification checks were performed for an average of 0.5 times per week per client.)

The analysis of pertinent data showed that the number of verification checks, when standardized by length of stay, did not correlate with any of the background variables.

* Qualitative Aspects of Verification Checks:

Two points may be mentioned in this regard. Firstly, two different modes were employed to conduct the verification checks: visit to the client's residence and/or telephone. Secondly, the timing of verification checks also varied for different clients. Although no definite pattern was discernable, the analysis showed that a majority of them were conducted around 11:00 P.M. However, a significant number of them (about 25%) were conducted between 9:30 and 10:30 P.M. The reader may recall that the curfew time starts from 11:00 P.M.

* Additional Comments on the Process Stage:

Two additional comments are warranted by the analysis. They pertain respectively to the staffing complement and the statistical component of the program.

The analysis showed that the staffing complement was fairly adequate for a minimal supervision model. However, the reseracher did not consider the staffing complement adequate for an intensive model of supervision. This judgement is based on an analysis of the time-activity ratios. The analysis of the time-activity ratios showed that the two bail officers had to devote little over 60 percent of their time to activitieswhich were relevant at the input stage. These activities included attending the courts, visiting the correctional centre, collecting information about the clients and preparing the bail reports. The bail officers spent only about 22 percent of their time on supervision and verification checks.

The statistical component of the program was found to be very adequate. It consisted of a manually maintained statistical information system, weekly reports, and month-end reports. The reprots were found to be fairly exhaustive and useful.

(C) Output Objectives:

The program had anticipated to achieve four objectives (#6a, 6b, 6c, and 7, table 28) at the output stage. A total of five evaluation crieteria (#14-18, page 56) were formulated to assess the success of the program in achieving its output objectives.

The analysis showed the following:

- Regarding Appearance in Courts:

  A total of only 7 out out of 90 clients failed to attend the courts when required to do so. Therefore, the FTA rate was only 7.8 percent. This is fairly low as compared to the FTA rates reported for bail programs in other precincts.

- Regarding Pre-Trial Criminality Rate:

  A total of only 4 out of 90 clients committed additional crimes during the period that they were released on the bail program. The pre-trial criminality rate worked out to be only 4.4 percent. This is the lowest PTC rate ever reproted in the literature.

- Regarding In-Person Reporting to Bail Officers:

  A total of 20 out of 90 clients missed their sceduled appointments with the bail officers. The rate of violation in this regard was 22 percent. Since similar rates for the other bail programs have not been reproted in the literature, we are not in a position to pass comparative judgements. However, keeping in mind the fact that in certain other precincts, the FTA rates have been as high as 20 percent and the PTC rates as high as 22 percent, it is reasonable to say that a failure-to-report (to bail officers) rate of 22 percent does not reflect adversely on the Saskatchewan bail program.

- Regarding Compliance And Violation in General:

  The following four points may be mentioned in this connection:

  * The level of compliance with the overall conditions of release was rather low. A total of 51 out of 90 clients ended up violating

one or the other conditions of release. The overall rate of the violation of the conditions of release (VCR rate) was 57 percent. This rate is higher than the VCR rates reported for bail programs operating in other precincts. However, as pointed out earlier, the violation rates for two of the most important conditions of release (appearance in court and refraining from interim crime) were very low.

* Those who breached the conditions of release had taken an average of 26 days to commit first violation, an average of 20 more days to commit the second violation, and an average of 47 additional days to commit the third violation.

* Forty-nine percent of all the first instances of violations had occured within the first 14 days and 69 percent within the first 28 days of release on the program.

* The analysis of the violation data showed that the clients aged 16-19, those living in houses (as compared to those living in apartments, for instance), those who had lived for 4 months or more at the current address, and those who were evaluated comparatively less favourably by the bail officers, had violated the conditions of release more often than others.

. Regarding Bail Cancellations:

* Rate of Bail Cancellation:
The bails of 28 individuals were cancelled as a result of various violations. The bails of 20 individuals were cancelled after the instance of violation, those of four individuals were cancelled after the second instance of vioaltion, and those of another four individuals were cancelled after the third instance of violation.

The general rate of bail cancellation was 31 percent but the violation-based rate of bail cancellation was about 57 percent. In this researcher's opinion, the rate of bail cancellation under the present program was very high.

- * Factors Associated with Bail Cancellation:

  The following two factors were associated with bail cancellation

  Type of Condition: The type of condition violated was significantly associated with the cancellation of bail. For instance, the rate of bail cancellation for violating any one of the residency, curfew, or abstinence-from-alcohol clauses was the lowest. The rate was highest for those who had committed interim crime or had failed-to-appear in the court when required to do so.

  Previous History of Incarceration: The previous history of incarceration of the violator was also significantly associated with the probability that a violation would lead to the cancellation of the bail. The violation rates for the never-incarcerated and the ever-incarcerated clients were practically the same, being 59 and 55 percent respectively. However, the rates of bail cancellation for the two groups differed markedly, being 39 and 68 percent respectively.

. Regarding Impact on Remand:

The impact of the bail program on the average daily remand count of the Saskatoon Provincial Correctional Centre was assessed by calculating five different estimates. The lowest impact was estimated to be a decrease of 9 persons and the highest estimate showed a decrease of 23 persons in the average daily remand count (ADRC) of the Saskatoon PCC. It was decided to accept the estimate that showed a decrease of 16 persons in the ADRC of the Saskatoon PCC for the calendar year 1982. However, the researcher suggests that the most conservative estimate (a decrease of 9 persons) should be accepted as the long term impact of the program on the ADRC of the Saskatoon PCC. This is because, in general, the impact of social (including correctional) programs tends to decline in later years, i.e., once the honeymoon period is over.

II. The Issue of Efficiency

As compared to the study of effectiveness, the issue of efficiency was examined less exhaustively. This was due to two reasons. One, that the reliable measures of efficiency vis-a-vis the bail programs were and are still in short suppy. More then anything else, this reflects the state-of-the-arts in this area. Secondly, the data required to study efficiency were not readily available. In order to generate the required data, one has to work in the field with bail officers for a long period of time. We decided not to go this route because the marginal benefits of this excercise were not expected to be substantial.

Consequently, efficiency of the program was evaluated by examining only two aspects:

(a) number of clear days taken to prepare the bail reports (this variable was expected to assess the tempor or speed of the program); and

(b) net direct monetary benefits due to the program.

The analysis showed that:

- Regarding Tempo of The Program:
  The program was operating very swiftly as 97 of the reports were prepared within the required three days of getting the consent form signed by the accuseds. Also, little over 1/3rd of all reports were prepared in one day, and little over 3/4 of them were prepared within two days.

- Regarding Net Benefits Due to the Program

  - the direct monetary costs of operating the program for first nine months were estimated to be about $67,090;
  - the direct monetary benefits were estimated to be about $168,100;
  - the net benefits during the first nine months were estimated to be $101,010;
  - annualized, the benefits due to the program are estimated to be $134,680;
  - extending the program to Prince Albert and Regina, alongwith the benefits of instituting the program in Saskatoon, should lead to net annual benefits of approximately $400,000.

2. Conclusions:

The evaluation has shown that the bail program was remarkably successful in achieving most of its objectives. An examination of table 28, page 162, shows that that program was able to accompalish all of its "declared" and "administraive" objectives as well as most of what were called the "implicit" objectives. Further, the program scored "high" or "extreme" degrees of success in achieving most of its objectives. Following points may be highlighted in this regard:

(a) The program realized an estimated net annual benefits of $135,000.

(b) The program was found to be managed very well:

  i) its operations were being run very swiftly;
  ii) an appropriate monitoring system was in place; and
  iii) its staffing complement was adequate. (Although it was adequate for a program based on limited supervision model and not for one based on extensive supervision model.)

Table 28: A summary Presentation of Success of the Saskatoon Bail Supervision & Verification Program in Achieving Its Objectives During the First Nine Months of Its Operations

Objective	Level of the Objective	Type of the Objective	Success of the Program in Achieving the Objective
1. To seek the release of select accused.	Input	Declared	Fairly successful. However, the analysis suggests a need for improvement in recording of the reported information as well as a re-examination of the recommendation scheme of the Program.
2. To seek the release of those who lack the necessary financial or social resources.	Input	Implicit	Financial Aspect: partly successful. Social Aspect: could not be evaluated.
3. To seek the release of those characterized by instable residence and employment history.	Input	Implicit	Not successful. Reason for lack of success: This objective contradicts two factors of the recommendation scheme.
4. To seek the detention of too dangerous individuals.	Input	Administrative	Highly successful.
5. To provide adequate level of supervision:	Process	Implicit & Admin.	Highly successful.
(a) to remind releasees of the respective conditions of their release;			Extremely successful.
(b) to determine and to provide feedback regarding compliance with the conditions of release;			Extremely successful.
(c) to maintain up-to-date information on releasees;	Process	Implicit	Highly successful.
(d) to refer the releasees to community agencies where needed services could be obtained;	Process	Implicit	Not successful. Reason for lack of success: Program operations do not seem to have been geared to the realization of this objective; either the clients did not request assistance in getting referred to relevant community agencies and/or the bail officers did not make pro-active efforts in this regard.
(e) to conduct verification checks;	Process	Implicit & Admin.	Successful. However, the verification checks did not show any consistent pattern. A coherent and realistic policy re: frequency and time of verification checks is certainly required.
(f) to report violations;	Process	Implicit & Admin.	Extremely successful.
(g) to allocate adequate number of man hours (staffing complement);	Process	Administrative	Highly successful.
(h) to maintain an appropriate statistical system for monitoring purposes.	Process	Administrative	Extremely successful.
6. (a) to ensure that releasees appear in court as required;	Output	Declared	Highly successful; the failure-to-appear rate (7.8%) is fairly low.
(b) to ensure that releasees maintain peace and good behavior;	Output	Declared	Extremely successful; the pretrial criminality rate (4.4%) is the lowest ever reported in literature known to the present evaluator.
(c) to ensure compliance with the minor conditions of release (e.g., residency, curfew, abstinence,etc).	Output	Declared	Successful; substantial efforts were made to root out repeat violations; however, the violation rate is 57%.
7. To have a significant impact on remand.	Output	Administrative	Extremely successful. At least a saving of 9 and probably of 16 spaces.

(c) The program was successful in performing the following justice-related tasks:

  i) it provided bail-relevant background information on accuseds to courts and thus assisted Judges in making decisions; and
  ii) it was responsible for the regular appearance of releasees in courts; the appearance rate was about 92 percent.

(d) The program also rendered a handful of benefits to the Corrections system and society at large in the following ways:

  i) it was effective in recommending the continued detention of too dangerous individuals and effective in getting them detained in jails;
  ii) it was responsible for the release of some borderline cases i.e., those who might not have been released otherwise (these include some of those who did not have sufficient economic resources to post bail);
  iii) the program was successful in ensuring that those released under its supervision maintain peace and good behavior; (Based on FTA and PTC rates, it would be fair to state that 88 percent of the clients neither disturbed the judicial process nor endangered the society at large.) and
  iv) the program led to a decrease of about 16 persons in the average daily remand count of the Saskatoon Provincial Correctional Centre.

(e) An overwhelming majority of recommendations of the bail officers were accepted by Judges on "as were" bases.

It is true that the bail program was remarkably successful in fulfilling its mandate. However, the researcher has discovered three problems which, in his opinion, distract some what from the remarkable performance of the program. The problems, alongwith the stage of the program with which each of the problem was associated, are stated below:

(A) Input Stage: Problems with Recommendation Scheme & Its Application:

  i) Recommendation scheme of the program, as stated in the "Blue Book", is subjective and fails to provide any direction to bail officers for purposes of its application to the individual cases.

It does not have a set of instructions and leaves too much to the judgement of the individual bail officer. What concerns the present writer most is the absence of procedural instructions which would assist the bail officers in making the four mini-evaluations pertaining to residency, health/habits, employment and attitudes to courts. It is true that a majority of the cases were rather straight forward. The inclusion of instructions would not have probably affected the release recommendations for those cases. But we must realize that a signigficant number of cases were what might be called as the borderline cases. The inclusion of instructions might had affected the release recommendations of those cases.

ii) The information pertaining to two of the eleven factors of the recommendation scheme was either not gathered or at least was not recorded in the BVS files. As a matter of fact, the BVS report form does not have any space designated for recording information relating to those two factors. The factors were:

* individual's ties with family and/or significant others, and
* reports from community agencies who are/have had dealings with the individual.

iii) The theoretical adequacy and empirical usefulness of the recommendation scheme is questionable to some extent. The theoretical criticism emnates from the fact that two factors of the recommendation scheme contradict one of the program objectives, although the objective in question is an implicit objective. As discussed elsewhere, one of the implicit objectives of the program is "to seek the release of those characterized by instable residence and employment history." However, the scheme suggests (it does not instruct because there are no instructions) the bail officers to refrain from recommneding a person for release who, other things being equal, has instable residence and/or employment history. The echeme can also be criticized on two empiricam grounds. Firstly, all the factors mentioned in the recommendation scheme do not seem to have been taken into consideration while making the recommendations. (This is over and above the two factors regarding which the information was not even collected.) Secondly, There were at least two factors which were not included in the recommendation scheme but seemed to have been utilized in making release recommendations. The two factors were: (a) the number of previous arrests, and (b) accessibility of the accused through telephone.

(B) Process Stage: The Verification Checks:

The verification checks did not show any identifiable pattern in either the method of verification or the time of verification. The checks were performed sometimes by personal visit and sometimes by telephone. There was no definite pattern in this regard. Similarly, there was no definite pattern being followed in regard to the time of verification checks. Quite a few of the checks were conducted betweeen 9:30 and 10:30, although the majority of verification checks were conducted around 11:00 P.M. However, the question is that when the curfew time starts at 11:00 P.M., why were some of the verification checks conducted one hour or hour and a half before that time?

(C) Output Stage: Violations And Bail Cancellations:

The overall rate of violation of the conditions of release was very high. The exact reason for this are not known. However, two explanations come to mind. One,that the identification and reporting of violations was so perfect in Saskatoon vis-a-vis other bail programs that nothing went un-noticed. Therefore, the high rate of violation does not reflect any inherent weakness of the program but simply a perfection in the identification and reporting of the violations. The other explanation is that the bail officers probably did not distinguish what might have been considered as merely discrete or refractive behavior from more serious infractions or violations.

The matter of major concern to the present writer, however, is the rate of bail cancellations. Although the rate was within the prescribed limits of the relevant evaluation criterion, this researcher feels that it was still fairly high. It is strictly a personal opinion of this researcher that the bails should be cancelled in only those cases which involve interim crime and/or failure-to-appear at the courts. This is because, in theory, there are only two reasons for holding an individual on remand. One, that the society at large should not be endangered by the commission of interim crimes; and, the other, that the judicial process should not be disturbed. Therefore, this researcher feels that so long as the client is neither endangering the society nor disturbing the judicial process, his/her bail should not be cancelled. It does not appear socially correct to this writer that a person's bail should be cancelled because the person violated the curfew clause or changed his/her residency without the prior approval or even failed to report to the bail officer at one particular time on one or several days. The writer realizes that the bail officers are legally correct in recommending the cancellation of bails in these cases. But are these actions coterminous with the spirit of the program. In this writer's opinion, the answer is no.

3. Recommendations:

Since the bail program has shown a remarkable degree of success, there is very little which can be suggested to improve the performance of the program. The follwoing three suggestions are however being made to address the problems identified by the researcher. It is hoped that appropriate actions taken in response to these suggestions would enhance the performance of the program:

I. It is suggested that the recommendation scheme of the program should be revised in light of the findings of this evaluation. In this regard, the attention should be paid to select only the most important variables. Further, a set of general and procedural instructions should be included not only to assist the bail officers but also to achieve a minimum level of standardization in the application of the recommendation scheme to the referred cases. Also, consideration may be given to develop a point scheme so as to achieve an optimum level of standardization. In addition, the bail officers should be instructed to improve the quality of reported information especially in the areas of residency and employment evaluations

II. It is suggested that the entire issue of verification checks should be readdressed, especially its rationale and its method. The writer suggests that either the verification checks should be dropped or they should be conducted after 11:00 P.M. Alternatively, the curfew time should be changed.

III. The issue of bail cancellations should also be addressed. The management may want to cancel the bails of only those clients who commit interim crime and/or fail to appear at the court when required to do so. At least the present writer suggests going this route. A lot of money and time is spent in bringing the selected accused on the program. In most of the cases, there are only formal reasons but no compelling arguments to send them back to the jails.

APPENDIX "A"

Excerpts

From: Treasury Board Submission on Alternatives
to Imprisonment, 1982/83 "B" Budget
Program Priorities,
Appendix C, Pages 25-27,

Regarding: The expected Nature of the Evaluation
of the Bail Verification & Supervidion
Program.

VIII. PROGRAM EVALUATION

The purpose of an evaluation is to determine whether the program is, indeed, accomplishing its objectives. An evaluation of the Pre-Trial Release Program will determine the following:

a) Were procedures used in implementation effective and appropriate?

b) Did the program produce the results anticipated (i.e., a reduction in the number of remands)?

c) Was the demand for the program greater or lesser than projected?

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d) Was the staffing complement sufficient to administer the program?

e) What effect did the program have on the Department of the Attorney General (i.e., judges and prosecutors)?

f) Was the statistical component of the program appropriate and effective?

The evaluation should consider the following to accomplish the above goals:

a) A reduction in remand spaces.

b) The number of bail verification reports completed.

c) The number of individuals supervised by the program.

d) The success/failure rate of those individuals supervised (i.e., the number of new offenses committed, the number of failures to appear in court).

e) The number of reports completed by community agencies.

f) The nature of the individuals served. Did the projected target group correspond with the actual group served?

g) The dispositions of the cases served (i.e., the number receiving non-incarceratory sanctions by type).

h) The effectiveness of the reports at the show-cause hearing. How often were the recommendations followed? Were the reports effective in assisting the court to make interim release decisions?

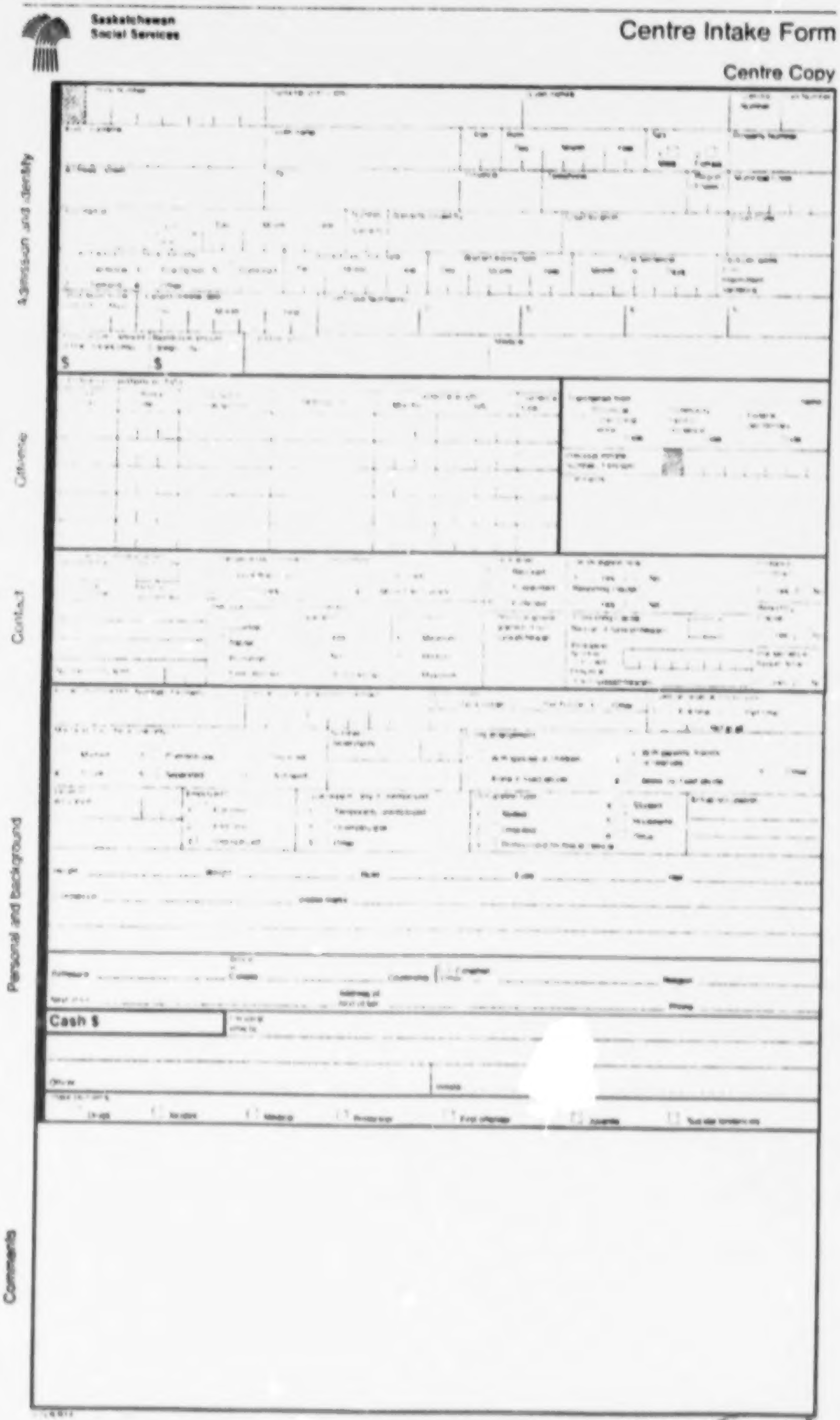
i) The effect the program had on the community measured by the number of agencies/individuals that have been involved in assessments and supervision.

.../27

j) The quality of reports and level of supervision provided by the community agencies who were contracted on a fee-for-service basis.

APPENDIX "B"

INTAKE FORM



Saskatchewan
Social Services

Centre Intake Form

Centre Copy

Admission and identity

$

$

Offence

Contact

Personal and background

Cash $

Comments

APPENDIX "C" BVS REPORT

BAIL VERIFICATION AND SUPERVISION PROGRAM

CONSENT TO INVESTIGATE

At the request of ____________________ before whom I appeared on ______________, 19___ at the ________________ court.

I am aware that the court has requested a Bail Verification and Supervision Report be prepared regarding my eligibility for release pending trial/sentencing. I hereby give consent to the Bail Verification and Supervision Officer to conduct an investigation into my situation and present the results of those findings to the court. I also give consent to the Bail Verification and Supervision Officer to contact any person who may provide information for the purpose of this investigation.

I do, however, request that the Bail Verification and Supervision Officer not contact: ________________________________

Because ____

____

I understand I am under no obligation to consent to an investigation and that any information which is gathered will be presented to the court.

Signature ______________________________ Date ____________

Witness ________________________________

SASKATCHEWAN BAIL VERIFICATION AND SUPERVISION REPORT

SECTION 1 CRIMINAL JUSTICE INFORMATION

Current Criminal Charges: ______________________________

____

____

Record of Fail to Appear: Yes ___ No ___ ☐ V

If yes, indicate number and circumstances:

____

____

____

Record of Unlawfully-at-Large and/or Escape Lawful Custody:

Yes ___ No ___ ☐ V

If yes, indicate number and circumstances:

____

____

____

Probation/Parole Contact: List any previous or present involvement with probation/parole authorities and indicate circumstances and adjustment to same: ☐ V

____

____

____

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____

.../2

Police comments: (Include name of police jurisdiction)

____

____

____

____

SECTION 2 PERSONAL DATA

INCOME/BAIL/SURETIES INFORMATION

Source of income: (Circle most appropriate)

Employment S.A.P. U.I.C. Compensation Pension Other

Monthly income: (amount) ____________

If receiving assistance/benefits, name of worker: ☐ V

Worker: ____________________ Phone ____________________

Enough cash for immediate needs (if released)?

Yes ___ No ___ Amount ________________ ☐ V

Alternate sources of financial assistance (if required):

______________________________ ☐ V

Able to deposit bail from own sources: Yes ___ No ___

If yes, state amount and form: ____________________

______________________________ ☐ V

.../3

Sureties: (List below with full details)

Name/Address	Phone	Relationship	Able to Post Bail	Amount/Form
1.				
2.				
3.				

RESIDENCY

Current Address: ______________________ ☐ V

Type of Residence: (Circle most appropriate)

House Apartment Room L.H.K. Hotel ☐ V

.../4

Length of residency at current address: ____________ ☐ V

Name, age and relationship of others residing at same place of residence: ______________________________

____

______________________________ ☐ V

Alternate accommodation available (if required):

Address of contact person/relationship: ____________

______________________________ ☐ V

EMPLOYMENT/TRAINING

Employed: Yes ___ No ___

Employers name:

______________________________ ☐ V

Company, Address, Phone, Contact

Length of present employment: ____________ ☐ V

Employment history: (dates, names and places of previous employment)

____

______________________________ ☐ V

____

______________________________ ☐ V

____

______________________________ ☐ V

.../5

HEALTH

Any current medical problems: Yes ___ No ___

If yes, explain: ______________________________

____

____

Presently under the care of a doctor/psychiatrist:

Yes ___ No ___ ☐ V

Use of alcohol/drugs: describe) ______________________________

____

____

History of or present involvement with alcohol/drug treatment facilities: ______________________________

____

____

______________________________ ☐ V

End of interview. Complete Section 3 - Evaluation for Supervision after verification completed for above.

.../6 (Evaluation
for Supervision)

SECTION 3 EVALUATION FOR SUPERVISION

1. What is the attitude toward future court appearances and conditions of release?

2. Does the individual understand and is he prepared to comply with the conditions placed on him during a conditional release?

3. Are there any significant concerns in the areas of residency and employment/training that put into question the individual's ability to comply with a conditional release and reappear in court as required?

.../7

4. Are there any specific emotional, mental, drug or alcohol related conditions that put into question the individual's ability to comply with a conditional release and appear in court as required?

____

____

____

____

____

Recommended for a conditional release: Yes ___ No ___

If yes, form of release recommended: (Check one)

- Undertaking with conditions ____
- Recognizance without sureties and without deposit ____
- Recognizance with sureties but without deposit ____
- Recognizance without sureties but with deposit ____
- Recognizance with or without sureties and with cash deposit if accused is not resident of the province or resides over 100 miles (160 km) away ____

Form of Recognizance Recommended:

A. Bail/Surety recommended: (if yes, state amount and form)

Yes ___ No ___ ________________________________

____

B. Supervision by Bail Verification and Supervision Officer recommended: Yes: ___ No ___

.../8

If yes, standard conditions of release recommended: Yes ___ No ___

Additional conditions recommended:

____

____

____

Supervision Plan: ______________________________

____

____

____

SIGNATURE: ______________________________

DATE: ______________________________

APPENDIX "D"

BAIL VERIFICATION AND SUPERIVISION PROGRAM

CASE FILE RECORDING

Name: ______________________________ Date: ________________

Next Court Appointment:

_________________________ _________________________
date time

_________________________ Client reminded? Yes ___ No ___
where

Client Reported on Schedule: Yes ___ No ___

Explain: ____

____

____

Observations/Comments: ________________________________

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Signed: _________________________________

APPENDIX "E"

BAIL VERIFICATION AND SUPERVISION PROGRAM

SUPERVISION INTAKE FORM

Date: ____________________ Prepared by: ______________________

Name: ______________________________

Address: ____

Phone: Res. ____________________ Bus. __________________

Date of Birth: ____________________________ Age: _____________

Marital Status: ______________________ Spouse: _______________

Dependents: ____

Employment: ____

Address: ____

Phone: _____________________

Charges: ____________________________ Trial Dates (When Known):

1. ____

2. ____

3. ____

4. ____

5. ____

Sureties/Bail Posted by: (Give Name, Address and Phone)

____

____

Release Conditions: ____

____

____

____

Date of Release: __________________ Judge/Justice: _________________

APPENDIX "F"

BAIL VERIFICATION AND SUPERVISION PROGRAM

VIOLATION REPORT

To:

From:

Re:

Charges: ____________________

Conditions of Recognizance/Release: ____________________

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____

____

____

Date of Release: ____________________

Details of Violation: ____________________

____

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Comments: ____________________

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Signed: ____________________ Date: __________

c.c. Case File
Crown Prosecutor

APPENDIX "G"

BAIL VERIFICATION AND SUPERVISION PROGRAM

TERMINATION OF SUPERVISION

Name: ______________________________

Date Placed on Supervision: ______________________________

Date Terminated: ______________________________

Reason for Termination: (Check)

_____ Court Proceedings Completed
Disposition ______________________________

_____ Violation Report Submitted - Arrest Warrant Issued

_____ In Custody on Other Charges/Convictions

_____ Other: ______________________________

____

____

Supervision Record:

_____ Maintained Reporting Conditions as Required

_____ Occasionally Failed to Maintain Reporting Conditions as Required

_____ Frequently Failed to Maintain Reporting Conditions as Required

Comments: ______________________________

____

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____

Signed: ______________________ Date: ______________________

c.c. Case File
Crown Prosecutor

APPENDIX "Z"

Comments On The Referral Mechanism

A total of 691 individuals were held in remand cells (exclusive of police cells) of the Saskatoon Provincial Correctional Centre during the nine-month period spanning January 1, 1982 to October 15, 1982. The Courts referred a total of 207 individuals to the program for preparation of BVS reports on them. This works out to be about 30 percent of the total remand admissions. The present report is based on an analysis of only 189 cases on whom complete information has been made available to us. The loss of 18 cases (7.8% of the total referrals) has occurred due to the following reasons:

. accused refused to sign the consent form	6
. files transferred to other regions	8
. No BVS report required or prepared as the accused expressed intentions to plead guilty	2
. BVS report not completed as the person was required to be in custody (being a UAL case from Quebec)	1
. No BVS report prepared; Judge asked the Bail Officer to take the accused directly on the program	1
Total	18

The rest of the report is based on an analysis of 189 cases. However, this appendix makes use of the original 207 cases because the purpose over here is to assess the adequacy of the referral mechanism.

Twelve selected characteristics of 207 referrals have been compared with the similar characteristics of the remand population to assess the adequacy of the referral mechanism. In order to recapitulate, it may be pointed out that the adequacy has been assessed in terms of the randomness of the referral mechanism. That is, each individual in the remand population is expected to have an equal probability of being referred to the program. Therefore, the profile comparison of referral with the remand population should not demonstrate the existence of any systematic biases.

The profile comparison is presented in table 1 on the next page. The table shows a distinct preference on the part of Courts to refer comparatively younger (16 to 19 years old) accused. About 41% of all the remandees in the age group 16 - 19 years have been referred to the program as compared to about 25% of those aged 20 years and above. The Gamma Value of -0.26 and the Chi Square (χ^2) value of 18.98 shows that the referral bias on the basis of age is statistically significant at 0.001 level.

The table also shows that those who are unmarried, without dependants, living with either parents or friend (and probably friends rather than parents), unemployed, and with grade 7 or less of education tend to be referred to the program more often than what their proportion in the remand population would warrant. The

Table 1: Showing A Comparison of the Selected Profiles of Remand Population with Those Referred to the Bail Program (BVSP), Saskatoon, January to October, 1982

Characteristics	Remand Population Number (1)	Remand Population Percent (2)	Referrals to BVSP Number (3)	Referrals to BVSP Percent (4)	3 As % of 1 (5)
1. Age Groups:					
16 - 19 years	220	31.8	90	43.5	40.9
20 - 29 "	339	49.1	85	41.1	25.1
30 - 39 "	101	14.6	23	11.1	22.8
40+	31	4.5	9	4.3	29.0
2. Sex:					
Female	54 *	7.8	28	13.5	51.9
Male	637	92.2	179	86.5	28.1
3. Ethnic Background:					
Natives	358	51.8	112	50.1	31.3
Non-Natives	333	48.2	95	49.9	28.5
4. Education Level:					
1 - 6 years	28	4.1	10	5.0	35.7
7 - 9 "	258	37.7	100	50.3	38.8
10 - 11 "	270	39.5	61	30.7	29.5
12+	127	18.6	28	14.1	22.0
Unknown/Missing	8		8		
5. Marital Status:					
Married	66	9.6	10	4.9	15.2
Common Law	217	31.4	47	22.8	21.7
Separated/Divorced	55	8.0	12	5.8	21.8
Single	353	51.1	137	66.5	38.8
Unknown	0		1		
6. Living Arrangements:					
Spouse/Children	224	32.4	52	25.1	23.2
Parents:Friends	268	38.8	114	55.1	42.5
Alone	100	14.5	22	10.6	22.0
No Fixed Abode/ Unknown	99	14.3	19	9.2	19.2

* The Saskatoon P.C.C. is a men's centre and does not accomodate female accused. These 54 females were arrested in Saskatoon but were held in the Pine Grove, Prince Albert centre.

7. Number of Dependents:					
None	440	63.7	169	81.6	38.4
One	118	17.1	23	11.1	19.5
Two	79	11.4	11	5.3	13.9
Three or more	54	7.8	4	1.9	7.4
8. Employment Status:					
Full Time	131	19.0	21	10.1	16.0
Part Time	57	8.2	12	5.8	21.1
Unemployed	503	72.8	174	84.1	34.6
9. Major Offense:					
Against Person	280	40.5	86	41.5	30.7
Against Property	349	50.5	111	53.6	31.8
Others	62	9.0	10	4.8	16.1
10. Time Since Last Released From Incarceration:					
Less Than One Year	338	48.9	85	41.1	25.1
1 - 2 years	71	10.3	18	8.7	25.4
Over 2 years	65	9.4	24	11.6	36.9
Never/Unknown	217	31.4	80	40.6	38.7
11. On Probation Now?					
Never Incarcerated Before	217	31.4	84	40.6	38.7
Previously Incarcerated: On Probation Now	143	20.7	61	29.5	42.7
Presently Not On Probation	331	47.9	62	30.0	18.7
12. Escaped From Custody?					
Yes	63	9.1	18	8.7	28.6
No	628	90.9	189	91.3	30.1
TOTAL	691	100.0	207	100.0	30.0

analysis shows that selectivity on the bases of these variables is (statistically) siginificant. The researcher is of the opinion that this later selectivity, i.e., the one on the bases of marital status, education, etc., is largely due to the selectivity of referrals on the basis of age. However, he has not conducted any in-depth analysis to confirm this hunch.

The data do not show any selectivity on the basis of ethnic background. In fact, a slightly higher proportion of the Natives has been referred to the program as compared to the Non-Natives. However, the differences are not statistically significant.

Although females seem to have been referred more than their proportion in the remand population, this is probably due to their small numbers as well as due to a lower level of risk generally ascribed to them.

Regarding criminal Justice variables the data do not show any important selectivity patterns on the bases of either major offence or previous instances of escape from lawful custody. But it does show that those who have not been previously incarcerated or those with previous history of incarceration but are presently on probation are referred more often than those with previous history of incarceration but are not presently on probation.

In conclusion, the referral data have shown a systematic selection pattern based on previously identified variables. In one sense, this is a rather welcome trend because individuals with these characteristics are less likely to be granted interim release on their own, and hence are in need of support from the BVS program. However, this trend has two subtle negative effects. First, a greater referral of accused with these characteristcs to the program is likely to lower the standards that are used to sort out the good risks from the poor risks. Second, if accused with these characteristics do end up on the program in large number, they are likely to either jack up the cost of administering the program or reduce its effectiveness or do the both because they are more likely to commit violations and require fairly intensive level of supervision.